



# CITY OF LINCOLN NEBRASKA

MAYOR CHRIS BEUTLER

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Urban Development Department

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# MEMO

To: Lincoln City Council Members

From: David Landis, Director 

Date: October 17, 2007

Subject: Lincoln Center Redevelopment Plan Amendments

Attached for your review are the Lincoln Center Redevelopment Plan amendments, which reflect changes to the Lincoln Center Redevelopment Plan Area boundaries and Plan text (see Attachment A), and create the West Haymarket Redevelopment Project Area (see Attachment B).

We are requesting that the Lincoln Center Redevelopment Plan (LCRP) boundaries be updated to include the West Haymarket Blight Study Area. The addition of this area allows the City to address the gap between existing redevelopment plan areas: Antelope Valley, West O, Northwest Corridors, and the Lincoln Center Redevelopment Plan Area. The proposed addition was determined to be blighted and substandard by the City Council on September 24. This addition is also a required step in creating a project area for West Haymarket.

Within the Plan itself, maps and general area descriptions were updated to include the boundary changes and the most recent information on public facilities and utilities. Additionally, the LCRP text was updated to include the results of the 2005 Lincoln Downtown Master Plan. The LCRP should be considered a working document that can be updated when needed to allow for new projects, while preserving the justification behind past redevelopment projects. Therefore, other than the 2005 Master Plan additions, few changes have been made to Section III of the LCRP.

Section 18-2114 of the Community Development Law requires that proposed project amendments to the plan be accompanied with a statement that addresses the following areas: 1) Proposed method and costs of acquisition, 2) proposed methods and costs of redevelopment of the project area; 3) estimated proceeds or revenue from disposal to developers; 4) methods proposed for financing projects; and 5) feasible method proposed for relocating families to be displaced by the project.

1. If this project requires the City to acquire property, the funding source for this acquisition would likely be tax increment financing generated within the project area and/or other funding identified in answer 2&3. The City would not use eminent domain to acquire property.



- 2 & 3. The total cost for the publicly-owned portions of the project is estimated to be \$244 million. The public portion will be funded through the following possible funding sources: tax increment financing generated by the private developments within the project area, County Lodging Tax, club premiums, naming rights, ticket fees, occupation tax on car rentals, Turn Back Tax, arena parking, retail space leasing, GO bonds, occupation tax on restaurants, Railroad Transportation Safety District funds, state appropriations, property sales, EPA Mitigation Funds, New Market Tax Credits, etc. as described in Appendix B.
4. Following City Council approval of the redevelopment agreement negotiated between the City and selected developer(s), the City will issue and sell Community Improvement Financing bonds or notes to fund a portion of the public improvements related to these projects.
5. There will be no relocation of families as a result of the West Haymarket Redevelopment Project Area Amendment to the Lincoln Center Redevelopment Plan.

In addition, Section 18-2116 of the Community Development Law requires the City Council to make the following findings before authorizing the use of Community Development Financing:

- the redevelopment project and plan would not be economically feasible without the use of Tax Increment Financing; and,
- the redevelopment project would not occur in the Community Development area without the use of Tax Increment Financing.

The Urban Development Department believes that the public improvements included in this plan amendment would not occur without the Tax Increment Financing generated by private redevelopment within the project area. Attachment C shows the TIF funds estimated to be generated by the project. Attachment D consists of a cost benefit analysis of the West Haymarket Redevelopment Project. Attachment E, Preliminary Economic Impact Analysis on the Arena/Hotel/Convention Center, provides an overview of the impact these improvements will have on Lincoln's economy, and is attached as a supplement to the City's cost benefit analysis.

The West Haymarket Redevelopment Project is expected to have a significant economic, social, and cultural impact on the Downtown and City as a whole. The revitalization of the Haymarket and Downtown as the entertainment hub of the City is in the best interest of Downtown Lincoln and the entire Lincoln community. As both our community's signature historic district and one of our community's premier dining and entertainment districts, the Haymarket is a highly visible symbol of our City's heritage and our commitment to supporting entertainment options that will enhance the quality of life for all our residents in the future. The public/private investment proposed in the project will alleviate blight and environmental hazards, and create more compatible uses with the Haymarket and new opportunities for employment. The public investments in infrastructure will not only enable this project to occur, but assist in resolving current infrastructure problems and encourage future redevelopment projects to take place Downtown.

The Urban Development Department recommends your approval of the project boundary amendment, text amendments, and West Haymarket Redevelopment Project Area amendment to the Lincoln Center Redevelopment Plan.



## **Attachment A**

### **I. INTRODUCTION**

The City of Lincoln, Nebraska, recognizes that blight, deterioration, dilapidation, and obsolescence is a threat to the continued stability and vitality of downtown Lincoln as the focal point of business, social, and, cultural activity of the urban area and a focus of community pride and achievement. The City, therefore, has initiated a long-range program of revitalization within its Central Business District and adjacent areas. The goal of this long-range program is to enhance downtown Lincoln as the dominant mixed-use/multi-use center of activity within the Lincoln region. It is to remain as the site of the University of Nebraska and the Nebraska State Capitol; the center for retail, business, office, and financial activities within the region; the cultural and entertainment core; the center of communications for the City and region; the focal point for tourism and convention activities; and, a residential neighborhood anticipated to house a growing population.

To reach this goal of maintaining downtown Lincoln as the dominant multi-use center of the region, it will be necessary that the downtown be strengthened by capturing a substantial share of the anticipated private market activity within the region. Capturing a share of this activity will require the combined efforts of both the public and private sectors. The magnitude of the task exceeds the capacity of the private sector alone. Municipal leadership is essential as the catalyst for major private investment.

The Lincoln Center Redevelopment Plan's Community Redevelopment Area covers approximately an 829-acre area (see Exhibit I-1), portions of which were originally declared blighted by the Lincoln City Council in 1984 (the Downtown Area Blight Study and the Haymarket District Blight Determination Study) and, Blighted and Substandard by the Lincoln City Council in 1987 (Downtown Area Blight Study, Consultant Analysis Letter), expanded as a blighted and substandard area by the Lincoln City Council in 1991 (Downtown Lincoln Blight and Substandard Determination Study - North), and again expanded as blighted and substandard area by the Lincoln City Council in 2007 (West Haymarket Area Blight and Substandard Determination Study). This Community Redevelopment Area is composed of all of the city blocks generally bounded by 17th Street on the east; G on the south; Salt Creek, 2<sup>nd</sup> and 3<sup>rd</sup> on the west; Charleston Street and Sun Valley Boulevard to the northwest; 9<sup>th</sup>, 10<sup>th</sup>, and I-180 to the northeast; and, R Street on the north. This area has been determined, through the blight/blight and substandard resolutions to be in need of revitalization and strengthening to ensure that it will contribute to the economic and social well-being of the City. Without public action, it is reasonable to suggest that redevelopment would not be significant enough to mitigate blighting factors and substandard conditions throughout the area. Public improvements are needed to encourage wide-spread private reinvestment.

To encourage private investment in the Community Redevelopment Area this Redevelopment Plan has been proposed to set forth the redevelopment projects considered to be of the highest priority in accomplishing the goal of revitalizing and strengthening the area. It is anticipated that the projects will touch off a chain reaction of additional projects which will transform the area into one of the community's best assets. The projects may be amended at a later date to reflect the needs and capabilities of the City and the developer(s).







## II. EXISTING SITUATION

This section of the Lincoln Center Redevelopment Plan (LCRP) examines existing conditions within the designated Lincoln Center Community Redevelopment Area. The section has been divided into the following six subsections:

- A. Existing Land Use
- B. Existing Zoning
- C. Existing Public Improvements
- D. Existing Building Conditions/Blighting and Substandard Influences
- E. Existing Environmental Conditions
- F. Existing Historic Conditions

### **A. Existing Land Use**

The amended 2007 Lincoln Center Redevelopment Area covers approximately 829 acres, including the 107 block (426 acre) area of the 1991 amended Redevelopment Area (original LCRP and North Haymarket), and contains a wide variety of land uses, including commercial, industrial, institutional, residential (both single- and multi-family units), transportation (particularly railroad), parks and natural areas, and other use categories. A map of existing land uses in the Redevelopment Area is presented in Exhibit II-1. Exhibit II-2 shows the existing functional land use groupings and mixed uses in the Plan area. The area is characterized by low density residential and commercial development on the southern and eastern fringes with increasing development intensity up to O Street and 13th Street, and rail yards and industrial areas to the west.

The Redevelopment Area contains a wide range of land uses, including public, retail, secondary and supporting commercial, auto-oriented commercial, commercial services, offices, warehousing, industrial, residential, and transportation uses. Public land uses exist in randomly scattered large parcels ranging in size from one-half block to six and eight block areas. Predominant public land uses include the State Capitol/State Office Building, County-City Building and Parking, Hall of Justice and Parking, City's Police Garage, StarTran Facility, N. 6th Street Maintenance Facility, Old City Hall, U.S. Post Office, Federal Building/Parking Garage, additional public parking facilities (i.e., Iron Horse Lot, Lincoln Station South Lot, Lumberworks Lot, Haymarket Garage, Market Place Garage, Que Place Garage, University Square Garage, Center Park Garage, Carriage Park Garage, Cornhusker Square Garage), Pershing Center, Bennett Martin Library, Centennial Mall areas, and Haymarket Park. The majority of the Capitol Environs District is located within the study area. The most prominent land use of the 1991 amended area is office, followed by retail/commercial, public, and residential. The most prominent land use of the 2007 West Haymarket addition is designated as railroad, followed by industrial, parks and recreation and other natural areas, and other public uses.

Residential land usage, as identified in Exhibit II-1, is located in the southern portion of the study area. Residential property in this area is predominantly multiple family with scattered single family and duplex dwelling units. The housing stock in this area includes both masonry and frame construction with the majority of structures ranging in age from 40 to over 100 years. A few newer multi-family housing structures, built within the last fifteen years, are scattered throughout the residential area. Worth noting is the condominium housing in the study area. Over the last fifteen years both new and converted multiple-family housing have been developed.



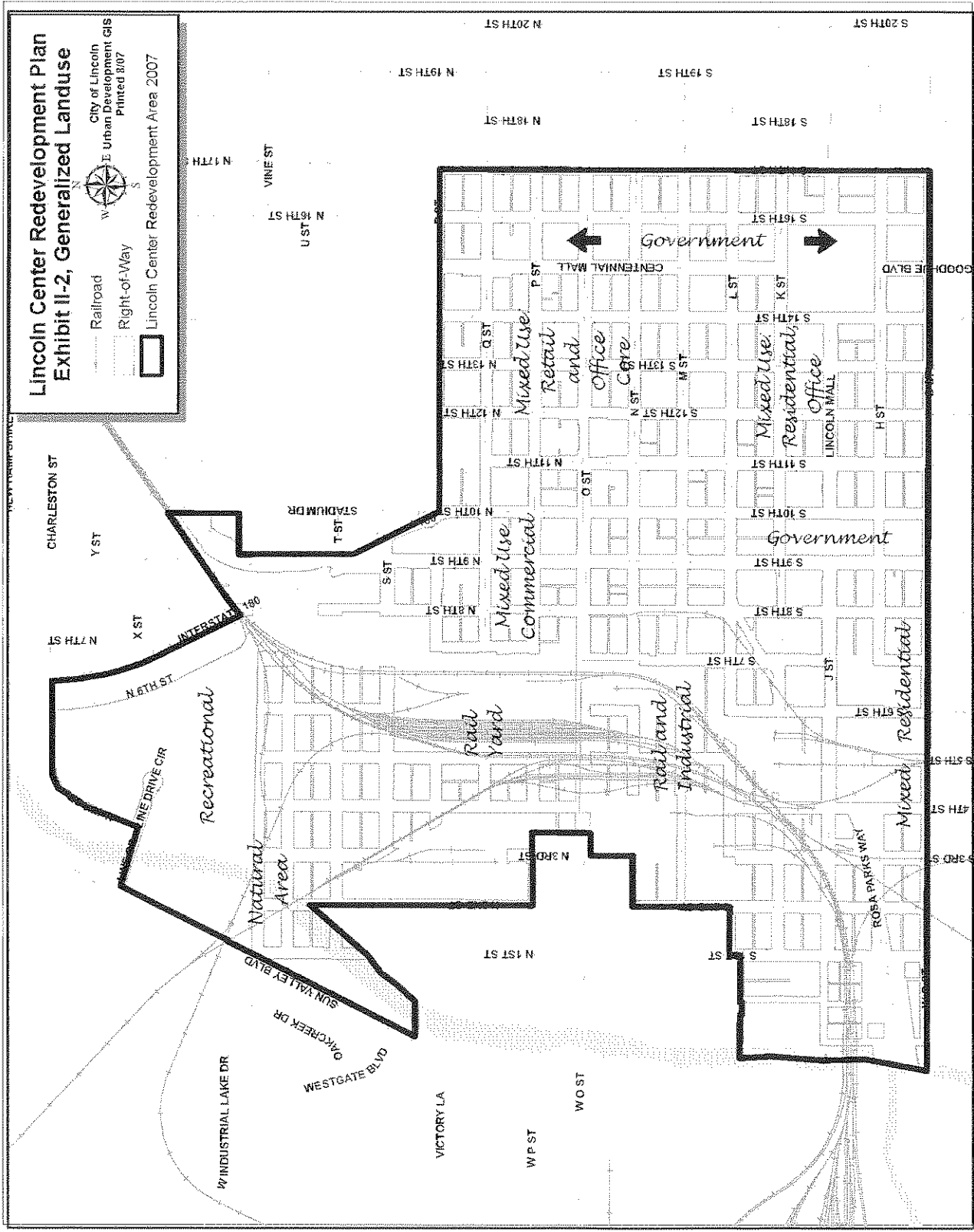




# Lincoln Center Redevelopment Plan Exhibit II-2, Generalized Landuse

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 Railroad  
 Right-of-Way  
 Lincoln Center Redevelopment Area 2007





The commercial buildings in the study area are primarily one- to two- story structures or multiple story structures of five or more stories. Uses of these structures include retail, restaurant, and office.

Industrial land use and building types, as identified in Exhibit II-1 exists in the western portion of the study area. The oldest industrial structures were constructed in the early 1900s. All of the older industrial structures were originally constructed as warehouses or factories and several retain their original uses. The conversion of former industrial buildings to alternative uses (i.e., commercial, residential, office) is an increasing trend in the Haymarket District (7th to 9th Street, O to S Street), so much so that there are few buildings available for conversion.

The Redevelopment Area contains both new and refurbished buildings. Overall, there exist many buildings, housing structures and out-buildings with structural deficiencies, functional and economic obsolescence, and with difficult to correct problems related to current code requirements. Even the relatively good conditions of industrial structures in the area do not compensate for the negative impact the uses of these structures have on the surrounding area.

The average age of the residential and commercial units in the 1991 amended Redevelopment Area was over 40 years, at the time of the blight study. In the survey of the 2007 West Haymarket addition, the average age of residential, commercial, and industrial structures was 54 years.

Over 70 acres of parks and recreation, and natural areas are located within the Redevelopment Area.

## **B. Existing Zoning**

The Redevelopment Area is divided into nine different zoning districts (see Exhibit II-3). These include: four residential districts, R-4, R-6, R-7, and R-8; three office/commercial districts, B-3, B-4, and O-1; one industrial district, I-1; and, P-Public Use. In addition, portions of the study area are included within the Capitol Environs District and the Haymarket Landmark District. The vast majority of the 1991 Amended area is zoned B-4.

The B-4 zoning classification poses few restrictions on the type of permitted uses that may occur in this area. The adopted zoning ordinance states that B-4 Lincoln Center Business District is for:

... a redeveloping area applicable to the business and retail uses located in the area of the Lincoln Center Business District. It is designed so that Lincoln Center remains as the dominant multi-use center and key focal point of business, social, and cultural activity in the Lincoln urban area. This district should include a large variety of activities, including retail and office functions, housing, commercial services, institutions, and transportation. It is intended that relationships between permitted functions will be carefully developed and the need for access, circulation, and amenities will be given special attention.

Most of the restrictions stated in the B-4 section of the zoning ordinance (Chapter 27.35) apply to dwelling units and regulate such items as lot area, front, side, and rear yard, and open space requirements.



This map illustrates the Lincoln Center Redevelopment Area in 2005. It features a compass rose in the top left corner, indicating North (N), South (S), East (E), and West (W). The map is divided into several zones, each represented by a unique pattern and labeled with a letter and number. The zones are: O-1 (diagonal lines), B-3 (horizontal lines), H-3 (vertical lines), I-1 (cross-hatch), R-4 (diagonal lines), R-5 (horizontal lines), R-6 (vertical lines), R-7 (cross-hatch), R-8 (diagonal lines), O-2 (diagonal lines), P (horizontal lines), R-2 (vertical lines), and R-3 (cross-hatch). A legend on the right side of the map identifies these zones and provides a key for the symbols used. The legend includes a compass rose, a 'Right-of-Way' line, a 'Railroad' line, and a 'Lincoln Center Redevelopment Area 2005' boundary. The map is titled 'City of Lincoln Urban Development GIS' and 'Printed 8/2007'.

**Zoning**

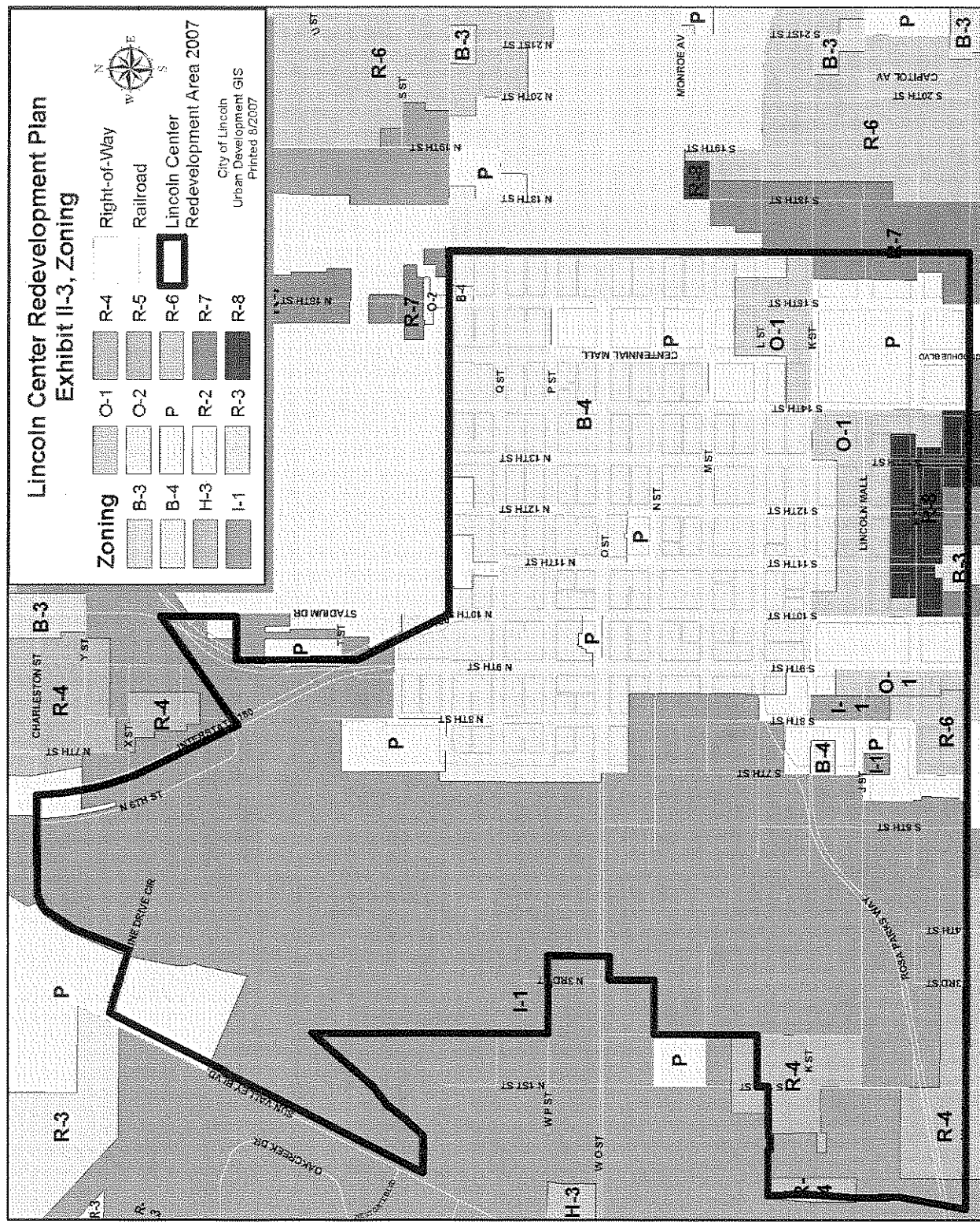
**Right-of-Way**

**Railroad**

**Lincoln Center Redevelopment Area 2005**

**City of Lincoln Urban Development GIS**

**Printed 8/2007**





The vast majority of the 2007 West Haymarket addition is zoned I-1. The I-1 zoning classification allows many uses by right or by special or conditional permit that conflicts with the B-4 and residential land uses adjacent to the zone. The zoning “district is for a developing stable or redeveloping area representing light and heavy industrial uses and having a relatively high intensity of use and land coverage” (zoning ordinance, Chapter 27.47). Uses allowed by right include any commercial or industrial land uses not in conflict with any other ordinances or regulations.

### **C. Existing Public Improvements**

#### **1. Street System**

The 1991 Amended Redevelopment Area is served by a traditional grid pattern street network. This network is generally complete except for a small number of interruptions in the grid pattern, notably the Nebraska State Capitol, the 15th Street/Centennial Mall, and the County-City Building. Most of the streets in downtown have been designated as one way, with the applicable north-south or east-west direction alternating between streets.

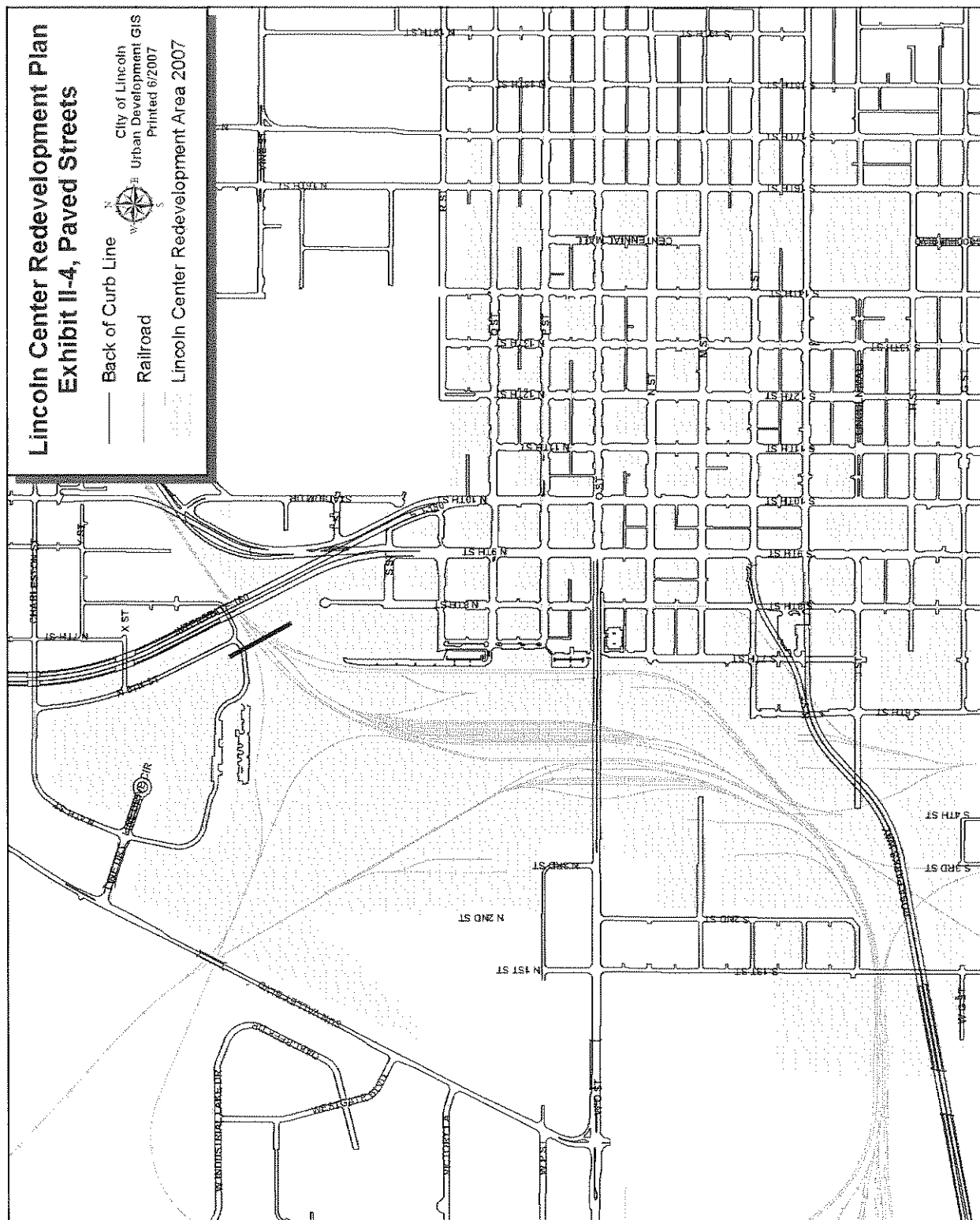
The 2007 West Haymarket addition has a largely incomplete street network and few arterial streets. Harris Overpass, carrying O Street over the Haymarket, bisects the area. The north half contains no interior roadways, with most of the land dedicated to railroad use. Because of vacated streets and railroad tracks, there are only two streets that can be considered through streets in the south half of the study area: 1st Street and 8th Street. However, 1st Street has an at-grade railroad crossing with frequent train traffic. All other local streets come to a dead end within the area. Parts of several streets, including J, are unpaved. Additionally, several streets are used for parking, storage, or loading and unloading, at times blocking one lane of traffic or use of the street altogether. Exhibit II-4 shows the paved streets within the Redevelopment Area.

The area is served by the east-west streets of G, H, J (Lincoln Mall), K, L, M, N, O, P, Q, R, S, T, U, V and W. The north-south streets are Sun Valley Boulevard, W 2nd, W 1st, 1st, 2nd, 3rd, 4th 5th, 6th, 7th, 8th, 9th, 10th, 11th, 12th, 13th 14th, 15th (Centennial Mall and Goodhue Boulevard), 16th and 17th. Two elevated streets gain entry into the area: O Street (via Harris Overpass) and Rosa Parks Way. As illustrated in Exhibit II-5, many streets in the redevelopment area, particularly those streets east of and including 9th and north of and including K, are one-way. Streets in this area typically carry four lanes of one-way traffic with one or two lanes of curb-side parking (see below--"Parking").

Under Chapter 10.26 of the Lincoln Municipal Code, the arterial streets in the redevelopment area are 9th, 10th, 11th, 13th, 16th, 17th, K, L, O, P, Q, Sun Valley Boulevard, and Rosa Parks Way. All of the area's streets have been designated as "Other Arterials" on the National Functional Classification System and have been included on the System of Federal Aid Urban Routes (FAU).



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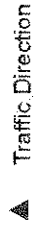




# Lincoln Center Redevelopment Plan Exhibit II - 5, Redevelopment Area Street Layout



City of Lincoln  
Urban Development GIS  
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Traffic Direction

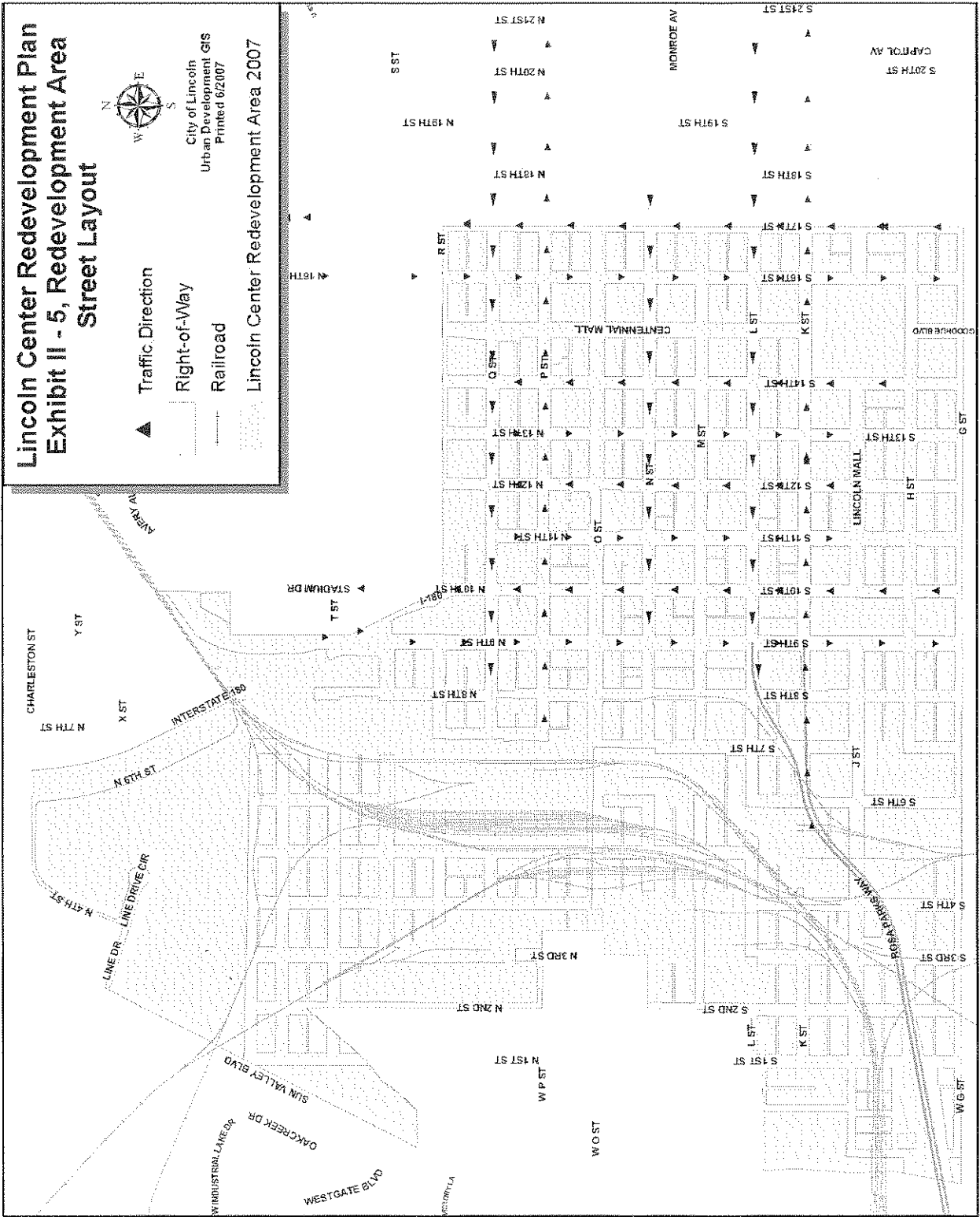


Right-of-Way



Railroad

Lincoln Center Redevelopment Area 2007





The present pavement width and rights-of-way for the streets serving the redevelopment area are as follows:

<u>Street</u>	<u>Street Width*</u>	<u>Right-of-Way Width</u>
Sun Valley Boulevard .....	50 ft. to 66 ft. ....	120 ft.
1 <sup>st</sup> Street .....	No Pavement .....	86 ft. to 100 ft.
2 <sup>nd</sup> Street .....	No Pavement .....	75 ft. to 100 ft.
3 <sup>rd</sup> Street .....	21 ft. to 35 ft. ....	100 ft. to 120 ft.
4 <sup>th</sup> Street .....	No Pavement .....	100 ft.
5 <sup>th</sup> Street .....	No Pavement .....	100 ft.
6 <sup>th</sup> Street .....	No Pavement .....	100 ft.
7 <sup>th</sup> Street .....	37 ft. to 60 ft. ....	92 ft. to 100 ft.
8 <sup>th</sup> Street .....	28 ft. to 60 ft. ....	100 ft.
9 <sup>th</sup> Street .....	37 ft. to 88 ft. ....	120 ft.
10 <sup>th</sup> Street .....	40 ft. to 75 ft. ....	100 ft.
11 <sup>th</sup> Street .....	60 ft. to 70 ft. ....	120 ft.
12 <sup>th</sup> Street .....	40 ft. to 70 ft. ....	100 ft.
13 <sup>th</sup> Street .....	40 ft. to 70 ft. ....	100 ft.
14 <sup>th</sup> Street .....	30 ft. to 66 ft. ....	92 ft.
15 <sup>th</sup> Street (Centennial Mall) .....	70 ft. ....	120 ft.
16 <sup>th</sup> Street .....	50 ft. to 62 ft. ....	100 ft.
17 <sup>th</sup> Street .....	30 ft. to 50 ft. ....	100 ft. to 102 ft.
G Street .....	28 ft. to 40 ft. ....	100 ft.
H Street .....	28 ft. to 50 ft. ....	100 ft.
J Street (Lincoln Mall) .....	30 ft. to 50 ft. ....	120 ft.
K Street .....	40 ft. to 51 ft. ....	100 ft.
L Street .....	40 ft. to 51 ft. ....	100 ft.
M Street .....	36 ft. to 60 ft. ....	100 ft.
N Street .....	60 ft. to 70 ft. ....	100 ft.
O Street .....	70 ft. ....	120 ft.
P Street .....	60 ft. to 70 ft. ....	100 ft.
Q Street .....	35 ft. to 70 ft. ....	100 ft.
R Street .....	30 ft. to 50 ft. ....	100 ft.
S Street .....	40 ft. to 70 ft. ....	120 ft.
Rosa Parks Way .....	48 ft. to 50 ft. ....	Undetermined

\* Widths vary by block.

## **2. Underground Utilities**

The Community Redevelopment Area is generally served by underground utilities, including sanitary sewer, storm sewer, water lines, gas lines, electrical conduits, telephone conduits, and cable, with some gaps within the West Haymarket Addition.

There is generally an adequately sized grid of water distribution mains in the 1991 amended Redevelopment Area. However, nearly half of the pipes in the area north of M Street are nearing the end of their useful life (95 years or older). Many of the pipes from 9th to 16th and M to Q Streets that had a significant broken main history were replaced with downtown beautification projects in



the 70's and 80's. Additionally, over 75 percent of the mains between G and M Streets in the area are nearing the end of their useful life. This area also has some 4 and 6 inch mains that are undersized for the existing commercial use, and are inadequate for fire protection. Few mains extend into the 2007 West Haymarket addition, and of those that do, many are 8 inches or less. Exhibit II-6a details the location and size of the existing water lines.

The 1991 amended Redevelopment Area is adequately served by the existing sanitary sewer system. Most of the system is in fair condition. While under the street is the preferred location for sanitary sewer lines, some run through the alleys. The 2007 West Haymarket area is generally served by two large diameter trunk lines, which run North and South along the 4th Street corridor, as well as smaller lines running East and West. Exhibit II-6b details the location and size of the existing sanitary sewer lines.

The 1991 amended Redevelopment Area is served by sanitary sewer, but there are some deficiencies in the system. The City has a large box culvert in N Street which drains a large portion of the stormwater in downtown Lincoln. A recent study of the N Street stormwater system also identified several slightly deficient laterals to the main storm sewer. North of O and west of 9th Streets the stormwater system is older and located in 7th Street; there has been a history of drainage problems with this system. West of 7<sup>th</sup> Street the stormwater drainage is carried thru open channels. Exhibit II-6c details the location and size of the existing storm sewer lines.

The Redevelopment Area is largely served by overhead power lines. However, as redevelopment has occurred, power lines have been buried as part of projects. Exhibit II-6d details the existing electric system, specifically major power lines and substations.

### **3. Street Lighting**

Most street and pedestrian lights in the area are maintained by Lincoln Electric System, except for some on trails, maintained by Public Works. Other lights in the area may be found in private parking lots, or are otherwise maintained by private entities.

Various streetscape projects have been constructed over the last twenty years, many of which included street lighting. Until recently, the lighting had not been coordinated between projects, causing a variety of different lights to be installed throughout the area. An effort to replace older light fixtures and create more consistent streetscapes is underway.

From 7th to 17th and K to S Streets, the street light poles in midblock are 32' and 38' concrete. They were installed in the late 60's and early 70's. Many of them are in fair condition, with cracks and in need of replacement. Some of these poles have decorative lights installed at 10' above grade.

The poles on O Street from 9th to 15th Streets are steel on transformer style bases, and are in good condition, but some are in need of repair. Interspersed in these poles are decorative aluminum lighting poles that range in height from 7' to 15' and are generally in good condition. The poles at the intersections are joint traffic signal/street light poles and are in poor to average condition. Many of the poles have been replaced with galvanized steel poles. The street light luminaires on the lights in the center of this area and on all of the decorative lighting are metal halide (MH). The remainder of luminaires are high pressure sodium vapor (HPSV).



Lincoln Center Redevelopment Area 2007





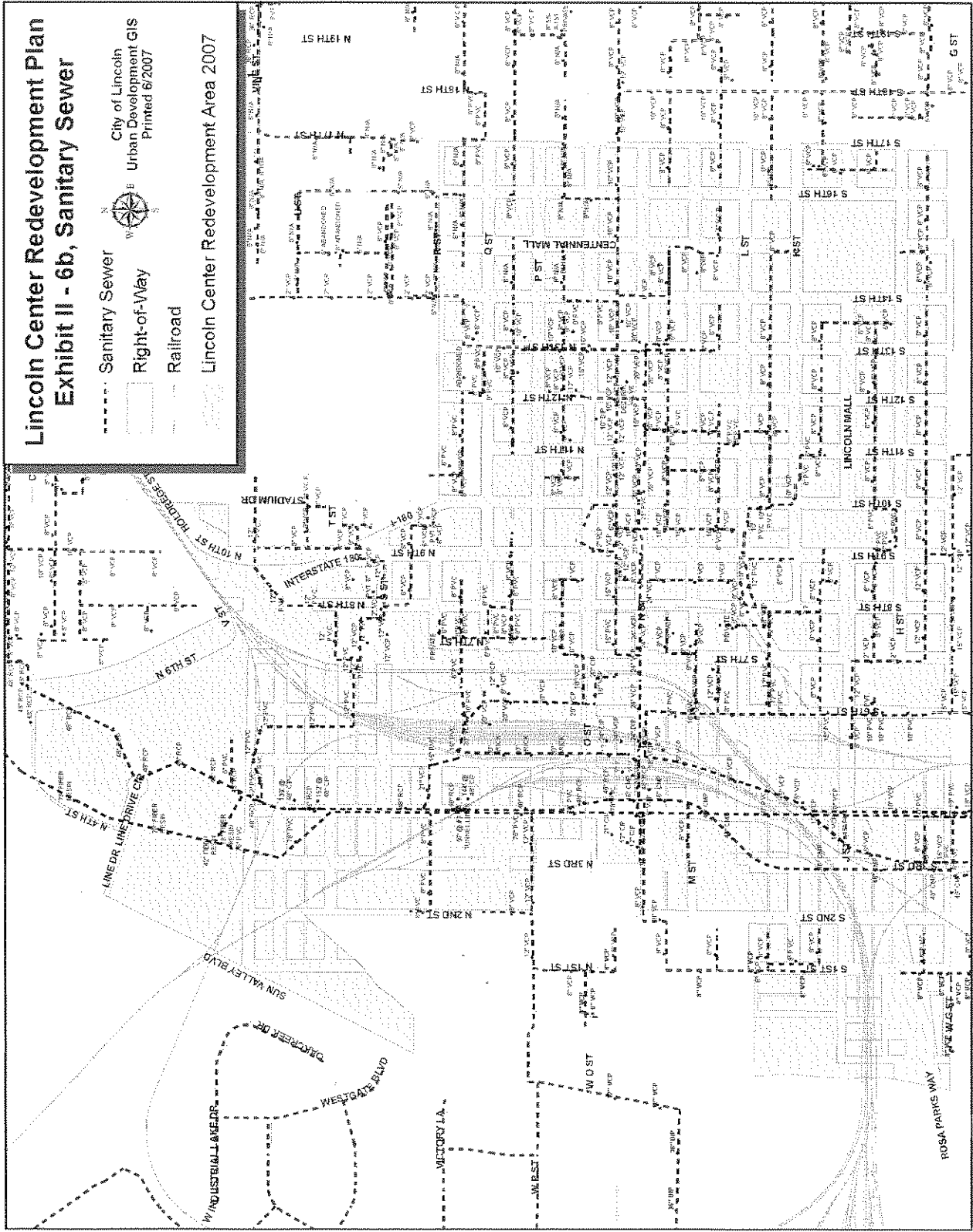
# Lincoln Center Redevelopment Plan Exhibit II - 6b, Sanitary Sewer

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Sanitary Sewer  
Right-of-Way  
Railroad

Lincoln Center Redevelopment Area 2007



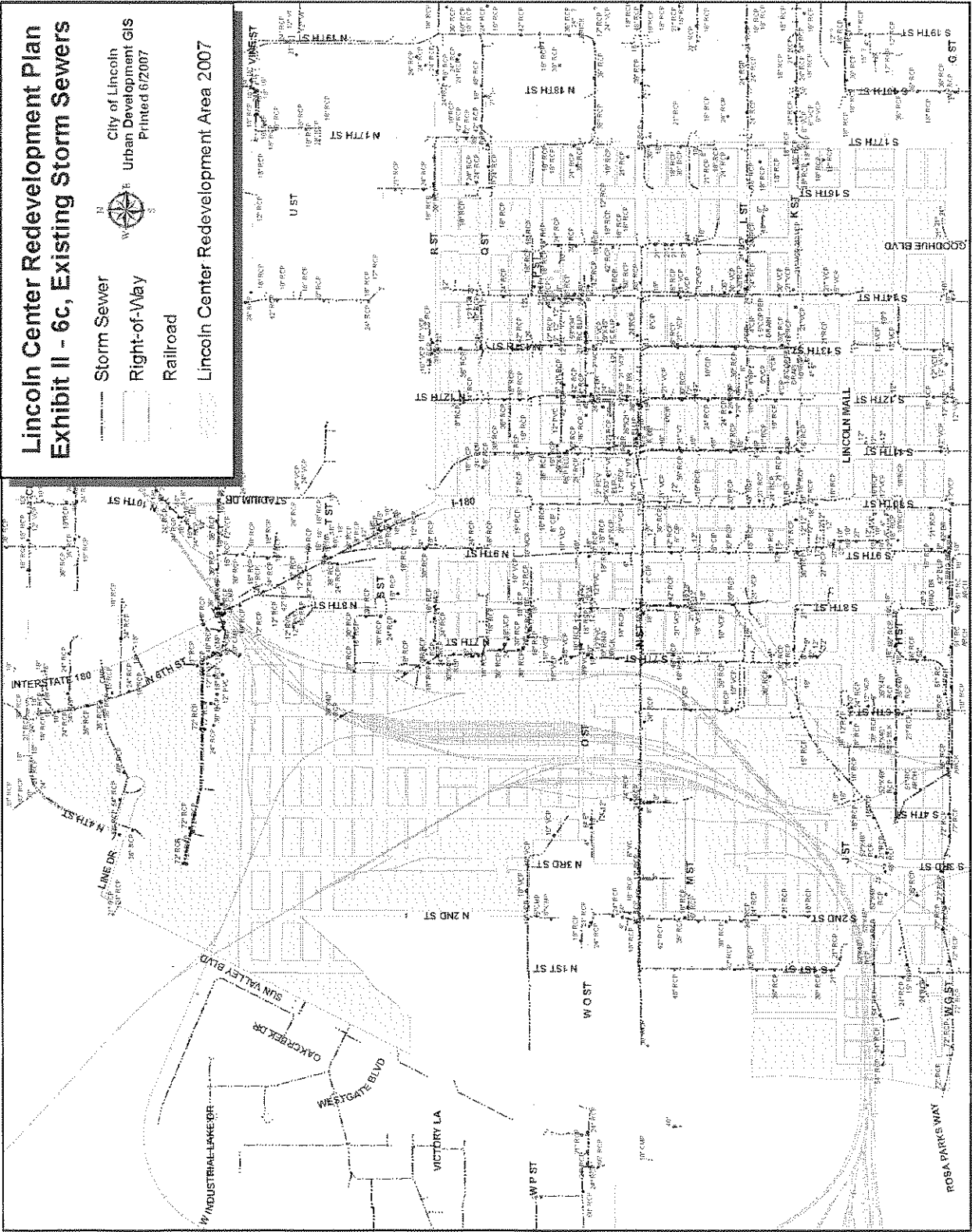


# Lincoln Center Redevelopment Plan Exhibit II - 6c, Existing Storm Sewers

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Urban Development GIS  
Printed 6/2007

Storm Sewer  
Right-of-Way  
Railroad

Lincoln Center Redevelopment Area 2007





Major Power Lines  
LES Substation  
Right-of-Way  
Railroad  
Lincoln Center Redevelopment Area 2007





The poles along 7th Street from P to R Streets are 30' steel painted black with two HPSV luminaires on each and are in good condition. Those along R Street from 12th to 16th Streets and along Lincoln Mall are 15' aluminum poles with MH luminaires. They are also in good condition.

The State Capitol grounds has unique period street lighting which is not planned to be changed.

#### **4. Sidewalks, Pedestrian/Skywalk Bridges, and Streetscape Beautification**

The Community Redevelopment Area is served with sidewalks from 7th to 17th and G to R Streets, with the exception of 7th and 8th Streets south of O Street in some isolated spots. Sidewalks in other parts of the Redevelopment Area are sporadic or non-existent.

Those sidewalks that are in the area are generally in good condition, though some isolated sections may be in need of repair or replacement. A variety of street beautification projects have been completed over the last 20 years, including those along portions of 7th, 8th, 9th, 10th, 12th, 13th, Lincoln Mall, L, M, N, O, P, and Q Streets. Street beautification projects were also completed approximately 40 years ago along Centennial Mall. These projects included repairs to the sidewalks as well as the installation of lighting, landscaping, street furniture, and underground watering systems. In some cases, particularly along 8th Street, these projects included the upgrading of public docks, including railings, awnings, and other features. The amenities are in continuous need of general maintenance, repairs, and, occasionally, replacement. Some areas, including Centennial Mall, are in need of more substantial renovations. Projects are currently underway to fill in gaps between existing streetscape improvements.

In addition, pedestrian/skywalk bridges interconnecting Blocks 34, 35, and 36, and 40, 55, 56, 57, 66, 88, and 89 provide a second level pedestrian walkway system.

#### **5. Parks and Open Space**

There is substantial public open space within the Redevelopment Area, particularly within the 2007 West Haymarket addition. Over 70 acres of parks and open space are in the 2007 West Haymarket addition, including Haymarket Park baseball and softball fields, which opened in 2002, Schwartzkopf Park, and natural areas found along Salt Creek. Other public open space developments within the Redevelopment Area include Lincoln Mall, the State Capitol grounds, Centennial Mall, Iron Horse Park, and Government Square Park.

A recreational pedestrian/bicycle trail runs along the Salt Creek levee, coming from south of the area and stopping at about Charleston Street. Other commuter trails exist in the area, covered under transportation.

Exhibit II-7 shows the existing network of Parks and Trails.



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Lincoln Center Redevelopment Area 2007





## **6. Public On-Street and Off-Street Parking and Parking Structures**

There are approximately 3,588 on street parking stalls in Lincoln Center, 2,284 metered and 1,304 non-metered. On street parking is provided, with restrictions on almost all blocks in the area.

Public Off-Street parking consists of 4,686 spaces, 484 of which are in public parking lots:

Lincoln Station	252
City/County	155
Lumber Works	<u>77</u>
	484

The remaining 4,202 spaces are in public parking garages. These garages, with breakdowns, include:

Center Park	1,048
Market Place	385
Haymarket	409
University Square	436
Cornhusker	405
Carriage Park	710
Que Place	<u>809</u>
	4,202

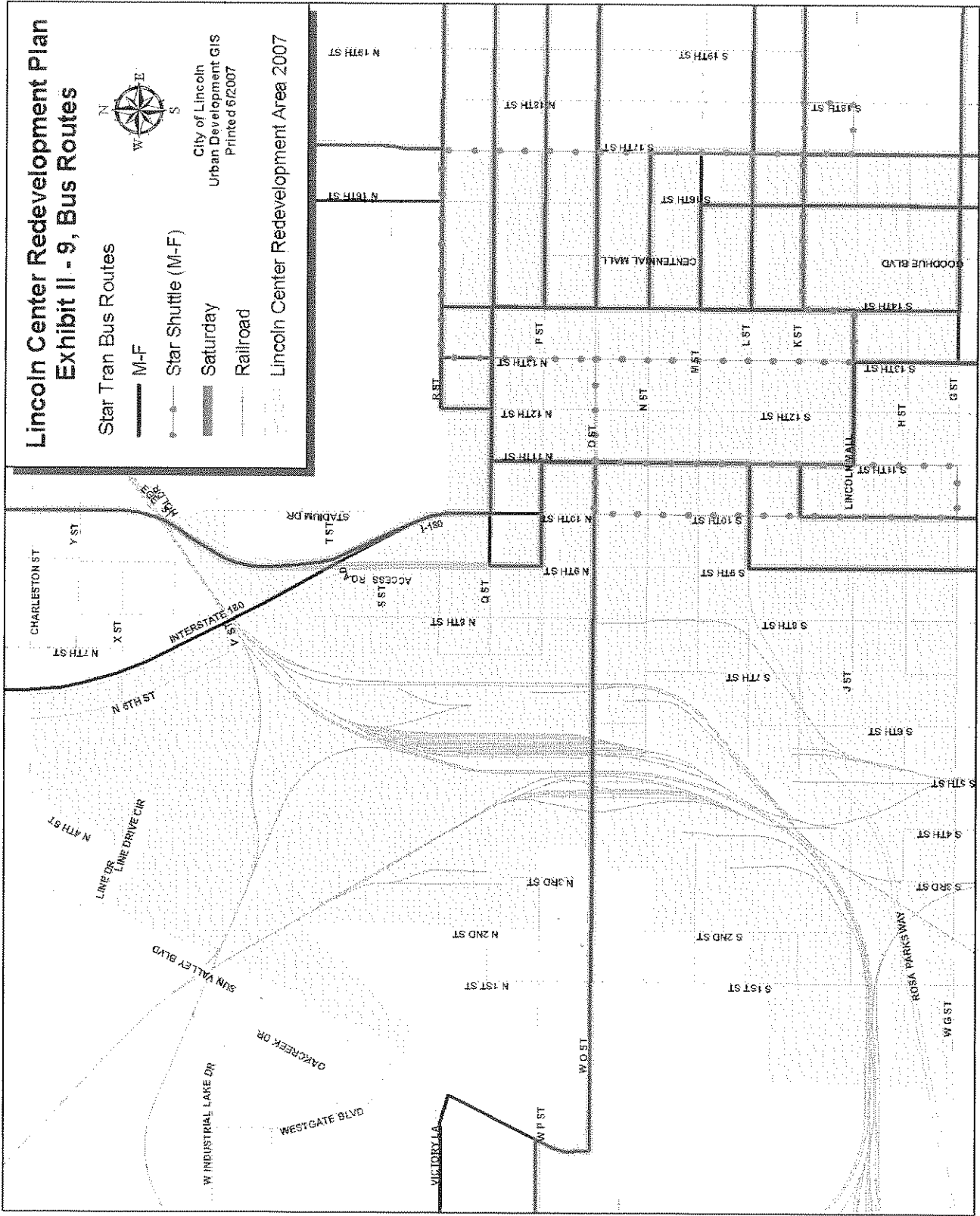
Exhibit II - 8 shows the location of public lots and garages.

## **7. Other Transportation**

Transportation Service in the Redevelopment Area consists of 20 StarTran bus routes converging upon the main downtown loop ("Q" Street - 11th - "J" Street - 14th). In addition to these routes, the redevelopment area is also served by the Star Shuttle, which forms a route around the downtown area and serves the Downtown Senior Center, City/County Building, State Capitol Building, UNL Campus, and Downtown retail area. The shuttle service runs every 12 minutes from 9:30 a.m. to 5:00 p.m., Monday through Friday. See Exhibit II - 9, Bus Routes.

Bicycle/pedestrian trails form a loop on the outskirts of Downtown that connects to the UNL Campus and the trails network, as well as to bike lanes on 11th and 14th Streets. An on-street commuter trail connects at 4th and J and runs to 8th, then proceeds north on 8th to the Haymarket Bridge. Another trail runs east from Sun Valley Boulevard along O Street.







## **8. Prior Redevelopment Projects**

Redevelopment Projects implemented prior to this Lincoln Center Redevelopment Plan located within its boundaries are:

**Gold's Galleria 1982:** Renovation of 360,000 square feet building to first class retail and office space. Included construction of a LTS Transportation Center to accommodate 87 seated and 262 standing patrons with information boards; sidewalks extending 12' into a existing traffic lane with new curbs, drains, and wheelchair ramps; "pedestrian amenities" including landscaping, ornamental lighting, benches, bike racks, trash receptacles; and, utility location and graphics.

**Cornhusker Square 1982:** Redevelopment encompassed a combination of public and private development elements including--first class convention hotel (300 rooms) and restaurant; 100,000 square feet office building, 11,200 square feet public convention-civic center with seating capacity of 1,200; parking garage of 400 spaces on four levels; public skywalk bridge across M Street; and, public atrium connecting hotel, convention-civic center, office building, parking and skywalk.

**Haymarket 1984:** Develop surface parking lot; provide District identification consisting of signage, street furniture; replace, relocate and construct appropriate water main, sanitary sewer and storm sewer facilities; install ornamental "historic" lighting; provide landscaping where appropriate; and, construct pedestrian nodes. This project is combined herein into the Haymarket Area Redevelopment Project with the "Hardy/Bucks Building", Lincoln Station, (Burlington Northern Depot), Grainger Building, and Apothecary/Ridnour Buildings projects as one project with five (5) separate phases.

**Centrum 1978 (Presently "Energy Square" and Center Park Garage):** Redevelopment, including public and private development elements including--enclosed shopping mall shops of approximately 60,000 square feet gross space; three skywalk bridges; multi-level parking garage of 1,050 spaces with joint elevators; and, streetscape improvements.

These projects may, as time progresses, be in need of public assistance to meet future planning and economic development concepts for continuation of private investment and maintaining overall viability of the Community Redevelopment Area.

### **D. Existing Building Conditions/Blighting and Substandard Influences**

A "Blight Determination Study" was conducted for a 122 block area including the Redevelopment Area by the consulting firm of Bahr, Vermeer & Haecker Associates with Hanna Keelan Associates, Selection Research Inc. and George Hancock. The study was conducted during the summer of 1984 and completed on September 28, 1984; the evaluation included a detailed exterior/interior survey of 208 randomly selected buildings in the study area, a parcel-by-parcel land-use inventory, a field reconnaissance of the entire area, meetings with city department staff members, and a review of pertinent reports and documents containing information which could substantiate the existence of blight. The random sample survey included a 26% sample and has a confidence level of 95%.



The evaluation and subsequent findings were based on the criteria outlined in Nebraska's Community Development Law. Under this legislation, an area can be declared "blighted" and thereby become a Community Redevelopment Area if there is presence of:

1. A substantial number of deteriorated or deteriorating structures (S);
2. Existence of defective or inadequate street layout (R);
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness (R);
4. Insanitary or unsafe conditions (R);
5. Deterioration of site or other improvements (R);
6. Diversity of ownership (R);
7. Tax or special assessment delinquency exceeding the fair value of the land;
8. Defective or unusual conditions of title;
9. Improper subdivision or obsolete platting (S);
10. The existence of conditions which endanger life or property by fire or other causes (S);  
or
11. Other environmental and blighting factors (S).

Of these eleven factors, four were determined to be present to a significant extent (S), five were present to a reasonable but more limited extent (R) and two were determined to have little or no presence. The consultants further found that economically and/or socially undesirable land uses were present to a significant extent throughout the area. They found some evidence existed to support the presence of tax or special assessment delinquency. No evidence of defective or unusual conditions of title were found. A summary of the consultant's "blight determination study" report is contained in Appendix 2.

In addition, Urban Development Department supplements to the Downtown Area Blight Determination Study, regarding Section 18-2103 of the Community Development Law documents the average age of residential and commercial units as being over 40 years, at the time of the study and that the area has had either stable or decreasing population based on the last two decennial censuses.

A "Blight Determination Study"/Area re-analysis and re-evaluation was done in 1987 of the 88-1/2 block Community Redevelopment Area by the original consultant Bahr, Vermeer & Haecker Associates with Hanna Keelan Associates based on the substandard criteria outlined in the Nebraska Community Development Law in which there is a predominance of buildings or improvements, which by reason of: deterioration/dilapidation, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding; or the existence of conditions which endanger life or property by fire and other causes; or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to public health, safety, morales or welfare; re-evaluation determined the Area to be both "blighted and substandard" as required by the Community Development Law as amended. The consultant's "blight and substandard" letter/report is contained in Appendix 9.

Further, a "Blight and Substandard Determination Study" was conducted for a 18 ½ block area, generally bounded by "R" Street on the south, 5th/6th Streets/Burlington Northern Tracks on the



west, "W" Street on the North and 9th/10th Streets on the east, by the consulting firm of Bahr, Vermeer & Haecker Associates with Hanna Keelan Associates during July/August/September, 1990; the evaluation included a detailed exterior/interior survey of 16 buildings in the study area. (See Appendix 15).

Their evaluation and subsequent findings were based on the criteria outlined in Nebraska's Community Development Law.

### **Blight Factors**

1. A substantial number of deteriorated or deteriorating structures;
2. Existence of defective or inadequate street layout;
3. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
4. Unsanitary or unsafe conditions;
5. Deterioration of site or other improvements;
6. Diversity of ownership;
7. Tax or special assessment delinquency exceeding the fair value of the land;
8. Defective or unusual conditions of title;
9. Improper subdivision or obsolete platting;
10. The existence of conditions which endanger life or property by fire or other causes; or
11. Other environmental and blighting factors.

Of these eleven factors, five were determined to be present to a significant extent (S), four were present to a reasonable but more limited extent (R) and two were determined to have little or no presence in the 1987 study. The consultants further found that economically and/or socially undesirable land uses were present to a significant extent throughout the area. They found some evidence existed to support the presence of tax or special assessment delinquency. No evidence of defective or unusual conditions of title were found.

### **Substandard Factors**

1. Deterioration/dilapidation
2. Age or obsolescence
3. Inadequate provision for ventilation, light, air, sanitation, or open spaces
4. (a) high density of population and overcrowding; or  
(b) the existence of conditions which endanger life or property by fire and other causes; or  
(c) any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to public health, safety, morales or welfare.

Of these four factors, three were determined to be present to a significant extent (S), one was present to a reasonable but more limited extent (R) and zero were determined to have little or no presence in the 1987 study. The consultants further found that economically and/or socially undesirable land uses were present to a significant extent throughout the area. They found some



evidence existed to support the presence of tax or special assessment delinquency. No evidence of defective or unusual conditions of title were found.

In addition, as a required supplement, the Consultant determined that the average age of commercial units at the time of the study as being over 40 years.

The Consultants' "Blight and Substandard Determination Study" report is located in the City of Lincoln City Clerk's Office files.

The "Blight and Substandard Study" for the block area by consultant Bahr, Vermeer & Haecker Associates with Hanna Keelan Associates based on the blight and substandard criteria outlined in the Nebraska Community Development Law determined the area added with the 1991 amendment to be both "blighted and substandard" as required by the Community Development Law as amended.

Finally, a "Blight and Substandard Determination Study" was conducted for the 403 acre area of West Haymarket bounded by the Burlington Northern Tracks and 8th Street on the east to 13th Street on the southeast corner, G Street on the south, Salt Creek/2nd/3rd Streets on the west, Sun Valley Boulevard on the northwest, and I-180 on the northeast by the consultants Julie Poykko-Post and James J. Caruso during May and June of 2007. The evaluation included an exterior survey and historical review of the area.

The Study was based on the blight and substandard criteria shown above and outlined in the Nebraska Community Development Law determined the area added with the 2007 amendment to be both "blighted and substandard" as required by the Community Development Law as amended.

#### **E. Existing Environmental Conditions**

The 1997 amended Lincoln Center Redevelopment Area is generally built out, except for small portions used as parks or green spaces and public or private parking lots. No "natural" areas exist in this area. The City does not have an accurate record of all of the previous uses of property located Downtown. As redevelopment occurs, it is often necessary to complete environmental assessments to determine whether or not environmental hazards or contamination exists.

The West Haymarket Blight & Substandard Study Area is a site of Lincoln's earliest industries, which were in operation long before environmental regulation limited the production, use, or disposal of hazardous materials. The area has numerous contaminated sites, including seven known sites that have contamination from leaking underground storage tanks (tanks have been removed but remediation has not begun), several scrap metal sites, railroad facilities and tracks, and historically industrial sites. Some of the key historical sites with potential and known contamination, include the Former Railroad Roundhouse, Lead and Color Works, Lincoln Tanning Company, and Lincoln Gas and Electric Company.







Lincoln Center  
Redevelopment Area

Railroad

Future Floodprone Areas\*

Floodprone

Floodway

North  
Direction of Map

\*This map identifies up-to-date floodprone areas and floodways that are being submitted to FEMA to update the FEMA floodplain maps, and have been formally recognized by resolution of the City Council as the best available information for local flood regulations. The information contained in this map has NOT had a final review for inclusion on the Flood Insurance Rate Maps, and does not necessarily reflect the view at this time of FEMA.





The majority of the West Haymarket Blight & Substandard Study Area and a portion of the Lincoln Center Redevelopment Area (generally west of 9th Street) lie within the Federal Emergency Management Agency (FEMA) 100-year and 500-year floodplains, and the locally adopted 100-year Floodprone Area of Salt Creek (see Exhibits II-10 and II-11). The FEMA maps are expected to be updated to reflect the locally adopted Floodprone Area during 2008. In the meantime, the most restrictive flood limits and elevations apply.

The Floodprone Area (and the future updated FEMA floodplain) includes Flood Storage Areas where the percentage of allowable fill is limited by ordinance. Storage Areas 7-11 and 14 lie within the amended Redevelopment Area. Limiting fill in the Flood Storage Areas is required to insure that flood heights do not rise greater than one foot as a result of development in the floodplain (see Exhibit II-12). There are also areas of Category I eastern saline wetlands within the West Haymarket Blight and Substandard Study Area which represent Nebraska's most rare and threatened natural community.

The Blight and Substandard Determination Study conducted for the 403 acre area of West Haymarket review environmental concerns in more detailed than in this section of the Plan.

#### **F. Existing Historic Conditions**

The Lincoln Center Redevelopment Area is located almost entirely within the City's Original Plat of 1867, generally bounded by 1st to 17th and A to U Streets.

A number of National Register of Historic Places Sites are located within the area.

- Alpha Xi Delta, Delta Delta Delta, and Phi Delta Theta Sorority Houses - R Street, 16th to 17th
- CB&Q Locomotive No. 710 - 7th and Q
- Centerstone Building, formerly Security Mutual Life Building - 1206 O Street
- Barr Terrace - 627-643 S. 11th Street
- Helmer-Winett-White Flats - 1020-1028 K Street
- Federal Trust Building - 134 South 13th Street
- First National Bank Building - 1001 O Street
- Gold and Company Store Building - 1033 O Street
- Government Square Block and U.S. Post Office and Courthouse (City Hall) - O to P, 9th to 10th Streets
- Harris House (LL) - 1630 K Street
- Hotel Capital Building, now the YMCA - 139 North 11th Street
- Lincoln Liberty Life Insurance Building - 113 North 11th Street
- Lyman House (LL) - 1111-1119 H Street
- Kennard and Ferguson Houses - 1627 H Street
- Masonic Temple - 1635 L Street
- Nebraska State Capitol Building (also a National Historic Landmark) - 15th and K Streets
- Nebraska Telephone Company Building (LL) - 130 South 13th Street
- Phi Delta Theta Fraternity House (LL) - 1545 R Street
- President and Ambassador Apartments - 1330 & 1340 Lincoln Mall



- Scottish Rite Temple - 332 Centennial Mall South
- The Stuart Building - 13th and P Streets
- Terminal Building - 941 O Street
- Veith Building (LL) - 816 P Street
- Woods Brothers Building (LL) - 132 South 13th Street
- Yates House (LL) - 720 S 16th Street
- Young Women's Christian Association Building (YWCA Building) - 1432 N Street

In addition to those noted with LL above, other sites are listed solely as Local Landmarks, including the Albert L Candy House, Kappa Sigma Fraternity House, Lincoln Women's Club, and Noble-Dawes House.

A number of Historic Districts overlap the Redevelopment Area, including portions of the South Bottoms Historic District and Everett Landmark District to the southwest, the entire Haymarket Landmark District, and a portion of the Greek Row Historic District to the northeast.

Additionally, the Capitol Environs and the Capitol View area protect the adjacent area and view of the historic Capitol Building shown on Exhibit II-13.

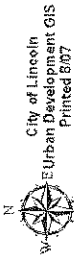
The southern half of the 2007 West Haymarket Addition has a rich history as the sight of Lincoln's earliest industries, with many industrial structures retaining their original or close-to-original uses. Sanborn maps of the City from 1884 show lumber yards and mills, two hotels, and a wholesale grocer along O Street; a "town Gas" plant, an electric light company, a foundry, a farm implement dealer, warehouses, and an oil tank farm in the southwest Haymarket area; a tannery along Salt Creek near present day 4th and N Streets; and, the Lincoln Pottery Works in the vicinity of I st and H Streets.

The 2007 West Haymarket Area Blight and Substandard Determination Study includes more detailed information on the history of the West Haymarket Area.



# Lincoln Center Redevelopment Plan Exhibit II-13, Capitol Environs and Historic Districts

Lincoln Center Redevelopment Area 2007



City of Lincoln  
Urban Development GIS  
Printed 8/07

Railroad

Right-of-Way

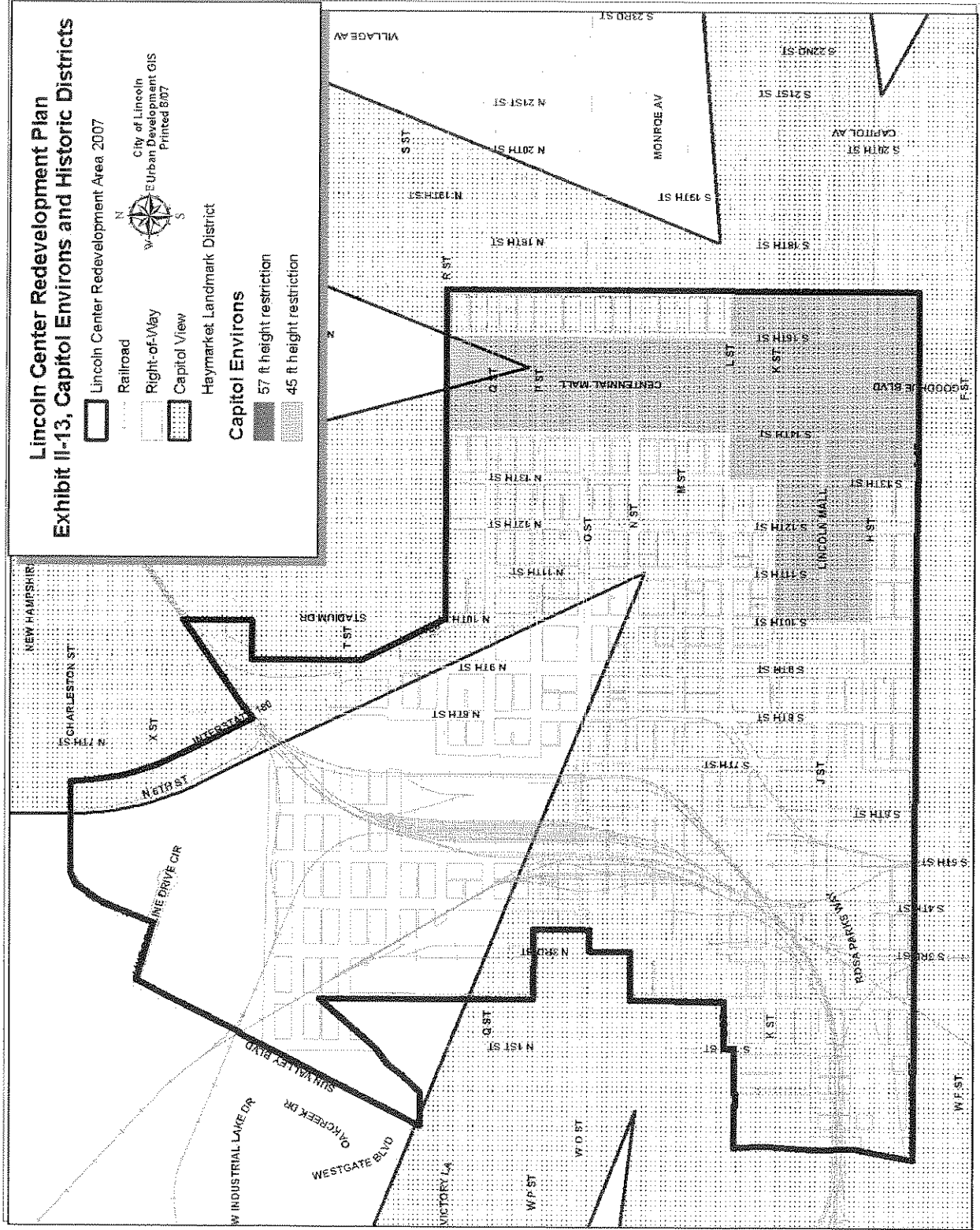
Capitol View

Haymarket Landmark District

Capitol Environs

57 ft height restriction

45 ft height restriction









### **III. FUTURE SITUATION**

This section of the Lincoln Center Redevelopment Plan examines future conditions within the designated Community Redevelopment Area. The section has been divided into the following eight subsections:

- A. Introduction
- B. Public Improvements
- C. Private Improvements
- D. Building Requirements and Redevelopment Standards
- E. Conformance with Comprehensive Plan
- F. Relationship to Local Objectives
- G. Procedure for Changes in the Approved Redevelopment Plan
- H. Removal of Blighting Influences and Substandard Conditions

#### **A. Introduction**

The Lincoln Center Redevelopment Area is anticipated to function as the dominant mixed-use/multi-use center and key focal point of business, social, and cultural and entertainment activity in the Lincoln urban area. A large variety of activities would be appropriate within the district, including retail, office, child care, commercial services, hotel and motel, arts and entertainment, special events/festivals, museums, institutions, long- and short-term parking spaces, and housing. Revitalizing the district will require a wide variety of individual projects and improvements involving both the public and private sectors. The future of the area will depend on a number of key factors, including:

- the availability of entrepreneurs to undertake real estate development ventures both in the field of new construction and restoration of existing structures;
- the availability of existing vacant or underutilized structures and sites provides the area with a significant opportunity for redevelopment or rehabilitation projects;
- the City's ability to use the land assembly provisions and Community Improvement Financing under the State Community Development Law, Parking Revenue Bond State Statutes, and special assessment district financing will be instrumental in the revitalization of the Community Development Area;
- concentration of retail in a mixed-use district between 11th to 14th Streets along O Street to establish a strong and central retail core;
- the vision of a revitalized Downtown and the Historic Haymarket District which is a specialty retail, cultural, and entertainment core/destination together with office, housing and parking, and is rich with pedestrian activity;
- the reuse of the West Haymarket railyard into an entertainment and activities center, with an arena, convention center, and hotel;
- the retention and enhancement of the Downtown /Capitol Environs architectural character: canopies, street level windows, materials and color, building entrance locations and building size;



- linkages between functional areas/facilities are necessary for the economic vitality of Lincoln Center: Haymarket, Downtown, State Capitol, Yates Conference Center, and County-City/Hall of Justice; and,
- the City's ability to provide incentives which make it attractive for businesses to locate and remain in Downtown Lincoln.

A 1995-96 Downtown planning effort produced a *Downtown 2001: The Heart of City* report officially adopted May 28, 1996, that identified ten imperatives to the continued and future success of Downtown for the period 1996-2001; as follows:

1. Develop P Street from 7th Street to Centennial Mall into the "Market Place" concept of a pedestrian-oriented corridor linking Haymarket with the core entertainment district, and including soft retail. Redevelop Block 35, the Old Federal Building, and other properties along this corridor to incorporate parking, businesses, and activities that support the pedestrian "Market Place" orientation.
2. Create an overall Entertainment Plan for Downtown which encourages continued development and expansion of all compatible forms of entertainment in the Downtown. The plan should include, but not be limited to:
  - reinforcing or strengthening the Downtown theater policy;
  - emphasizing the role and importance of UN-L and existing museums in Downtown's entertainment and cultural mix; and,
  - developing strategies to target and recruit new forms and venues of entertainment such as virtual reality, new museums, dining opportunities, and attractions.
3. Create parking for Haymarket to address the shortages identified in the 1995 Haymarket Parking Study.
4. Designate at least one festival site (in addition to 7th & P Streets) and provide site improvements.
5. By 2001, start or complete housing projects that increase housing units available Downtown by at least 10 percent.
6. Assure that a redevelopment plan for Centennial Mall is completed and implementation begins by the year 1999.
7. Improve the vistas coming into Downtown, especially for incoming traffic on I-180.
8. Identify and develop plans for at least three pedestrian corridors in addition to "Market Place" to link various parts of Downtown.
9. Increase Downtown business and activity recruitment and retention efforts to help fulfill these goals and strategies.



10. Enhance the physical characteristics of Downtown that increase the feeling of security and safety by:
  - encouraging street level active spaces;
  - improving lighting;
  - increasing night time surveillance; and,
  - assessing traffic signals and speed limits to maximize pedestrian safety.

The 2005 Lincoln Downtown Master Plan was created to ensure the long-term vitality and viability of the Downtown. The key concept of the Plan is to create a clear “retail corridor” - a pedestrian-oriented street on which anchor retail and attractor uses are strategically-located at each end. This retail corridor links to a local network of equally pedestrian-friendly streets, greenways, and open spaces leading to and providing amenities for adjacent districts and neighborhoods.

The Plan strengthens P Street as the primary retail corridor, with a retail “string” of destinations: the City’s “living room” - a Civic Square - with a new, centrally-located public open space and primary retail anchors at each end of the blocks of core retail. The strengthening of P Street as a pedestrian friendly connection between Haymarket and Downtown central business district would also support the key concept. The Plan capitalizes on the proximity of these established districts to the potential redevelopment areas of West Haymarket, South Haymarket, and East Downtown/Antelope Valley.

The Plan identifies ten guiding principles established by the community to support the role of the Downtown in Lincoln:

1. Enhance retail through a three-pronged retail development strategy, which defines three types/districts of retail uses: retail core (primary and secondary) with ground-floor retail, dining and entertainment, and market place retail (including an anchor grocery store). To be successful, each district must be compact and walkable, street-oriented and active, served by adequate parking, and highly visible.
2. Improve the bicycle system through bicycle lanes that provide access to and connections within Downtown.
3. Provide additional open space and preserve existing space to encourage further reinvestment and improve the appeal of Downtown to those living and working Downtown, as well as visitors, through a complete “green network.”
4. Provide additional housing to foster 24-hour activity and lively, vibrant streets by encouraging a vertical mix of land uses, locating transit within walking distance, offering amenities (parks and retail), and providing on-site parking.
5. Enhance aesthetics of Downtown to improve the pedestrian environment through improvements to primary and secondary retail streetscapes, providing additional even/festival spaces, enhancing the arts and cultural corridor, creating a parks and open space promenade, and developing the civic plaza.



6. Improve parking that supports the retail framework by providing parking that is easy to locate and use.
7. Address traffic through street enhancements that include access to new streets, boulevard roadway improvements, back-in angle parking, and new two-way street segments.
8. Provide new shuttle service with simple, two-way routes, frequent service, and design branding, that connect both UNL and the Capitol to the primary retail district and Haymarket.
9. Improve transit usage with easy and convenient access to Downtown destinations, connections to and from outlying areas, and fast and easy transfers.
10. Enhance pedestrian safety with new parallel access streets that slow traffic adjacent to pedestrian zones, grade separations on P Street at 9<sup>th</sup> and 10<sup>th</sup> Streets, new safety paving to mark pedestrian and bicycle crossings, raised intersections in Centennial Mall, to emphasize pedestrian access, a minimum 8' pedestrian through-zone and other ways to minimize auto-pedestrian conflicts at driveways, etc.

## **B. Public Improvements**

### **1. Street System and Parking**

In addition to: (1) the possibility of vacating alleys and streets in whole or part designated in redevelopment projects to accommodate development in the area; and (2) completion of the "K" and "L" Extension west of 9th Street, consideration may be given through appropriate legislation to conversion of one-way streets to two-way streets in order to accommodate development of Downtown Lincoln as a pedestrian oriented center. In all situations the City will act upon individual merits as presented. The 1996 Master Design Plan for Downtown Lincoln recommends 11th, 12th, 13th and 14th, be converted from one-way to two-way streets, and suggests future consideration for converting "P" and "Q" Streets from one-way to two-way streets.

According to the 1996 Plan, proposals should be developed and implemented for Downtown's major entryways/entrances; such as: 9th and "O", 10th and "P", "Q" or "R", 9th and "K"/"L" and 17th and "Q". There has been an indication of interest in development of the block bounded by 9th, 10th, "R" & "Q" (Haymarket Square Parking Lot) for use in the expansion of a printing and publishing facility. Should this opportunity be pursued, care should be taken to provide design and landscaping that enhance the entrance to the City and the entrance to "Q" Street as a secondary pedestrian link between the Downtown and Haymarket. Continued consideration should be given to creating additional diagonal on-street parking where possible. There is also a need to establish a clear signage program for parking garages and lots.

The Public Works Department's (1995-96) analysis reflects the future parking needs of: (1) the Haymarket area at approximately 250 spaces, and (2) the southeast quadrant of Downtown at approximately 600 spaces. Further, upon the development of Block 35 and the Haymarket Square Lots, the demand for replacement parking will be approximately 520 spaces, plus the demand of the development at each site.

As redevelopment takes place, additional off-street parking facilities will be necessary. This may require public participation through land acquisition and construction of parking



facilities financed by Community Improvement Financing and Parking Revenue Bonds or other sources.

As shown in the 2005 Downtown Master Plan, redevelopment should be transit-oriented and pedestrian-friendly. Traffic circulation should be improved through additions and improvements to the street grid, transit services should be improved, and bicycle lanes and trails should be supported. An extensive traffic analysis will need to be completed to determine the most efficient way to get traffic in and out of the West Haymarket Area, as the area is redeveloped.

Additionally, improve parking to support the existing retail framework. A parking study should be implemented to determine how best to manage the supply of existing parking, as well as potential new parking, to make parking an asset to Downtown rather than a barrier.

## **2. Zoning Ordinances and Building Code Changes**

In an effort to remove blighting and substandard conditions identified in the area, the City will seek amendments to the Zoning Ordinance to set minimum lot sizes for all activities in B-4 zoning. When necessary and appropriate, changes in the zoning ordinances or building codes and ordinances may be necessary.

As rehabilitation is considered to be an important element of the revitalization of the area, the City should continue to give consideration to adopting standards for building rehabilitation which allow the upgrading and preservation of the building stock, while maintaining reasonable standards for protecting the health and safety of the occupants.

As noted in the 2005 Downtown Master Plan, a mix of land uses both vertically and horizontally should be encouraged in the redevelopment of the Area. An example of vertical mixed-use would be buildings with retail uses on the ground floor and housing and/or other uses on upper floors. Development should employ sustainable practices for construction and habitation.

## **3. Open Spaces and Pedestrianways**

Traditionally, pedestrian movement and amenities have received relatively little attention within the subject area. Time and energy have been focused on vehicular access, circulation, and parking facilities, not on pedestrianways and open spaces.

New development should be more people oriented and offer a more attractive environment to those walking. To meet this objective, developers will be encouraged to incorporate aesthetically pleasing open space in the form of sidewalk/streetscape treatments (lighting, landscaping, signage, art, etc.) setbacks and landscaped courtyards into new development proposals and to integrate with other open space proposals such as east of the Lied Center. In addition, those portions of the area for which it is economically feasible and appropriate may be connected to the other functional areas of Downtown by second-level pedestrianways with grade level exterior vehicle access. Every effort should be made to retain a street level pedestrian orientation. Second level pedestrian ways should not be advocated. A "P" Street



corridor (7th to Centennial Mall) is proposed as the primary pedestrian link between the Haymarket and Downtown/ entertainment district to be referred to as Market Place.

The 2005 Downtown Master Plan further emphasizes the pedestrian-oriented street and enhancement of the pedestrian experience through the following projects: the development of the Civic Square as the heart of Lincoln's public realm at 13<sup>th</sup> and P Streets; the redesign of the P Street primary retail corridor; the formation of a "green network" incorporating the following spaces: M Street Park Blocks - from 7<sup>th</sup> to 11<sup>th</sup> and 16<sup>th</sup> to 21<sup>st</sup> Streets, M Street Urban Park Blocks - from 11<sup>th</sup> to 16<sup>th</sup> Streets, Centennial Mall - between R and K, and Railyard Park - from H to M and 4<sup>th</sup> to 6<sup>th</sup> Streets; the redesign and reconstruction of the Promenade, connecting Centennial Mall to R Street to 11<sup>th</sup> Street to M Street; and, the enhancement of the 12<sup>th</sup> Street Arts and Cultural Corridor.

Other physical design changes for the pedestrian should include a public/private signage program on both the street and second level pedestrian/skywalk system in relation to buildings, elevator locations, parking lots, and hours of access to entrances and exits.

A shuttle system should be encouraged/established which would move people from district to district along corridors which are accessible to employment centers and Downtown/mixed-use district.

#### **4. Landscaping and Lighting/Pedestrian Environment**

Lighting, street furniture, special paving, graphics/signage, kiosks/pavilions and landscaping can play an important role in improving the appearance of the Community Redevelopment Area. They also can be important in increasing the safety and convenience. Private developers should be encouraged to install aesthetically pleasing lighting, landscaping and other necessary amenities in the adjacent public right-of-way which is compatible with the redevelopment area. Exciting "direction" lighting, public and private, should be encouraged to create vitality and excitement in directing pedestrians to entertainment and focal points. Where amenities exist, improvements may be necessary. The City should consider using Community Improvement Financing and establishing special assessment districts to aid in this endeavor.

The 2005 Downtown Master Plan includes a preliminary plan for the redesign and reconstruction of primary and secondary streetscapes within the Community Redevelopment Area. The plan includes the redesign of the P Street primary retail corridor with uniform design features (i.e., lighting), appropriate sidewalk improvements (i.e., uniform width, materials), special entryway and intersection features, and other amenities. The secondary retail streetscapes along, O, P, Q, and 14<sup>th</sup> Streets would have different, but complementary design features with uniform trees, lighting, and paving improvements.

#### **5. Civic Recreation and Culture**

Cultural events, festivals, entertainment, the arts and public open spaces comprise the range of activities and spaces that make the urban experience and are necessary within the Downtown/mixed-use district. Art galleries, performing arts area and facilities, museums, movie theaters, historic civic monuments, sculpture, plazas, parks and open space, gathering places and festival areas, etc., properly integrated into the cityscape add a dynamic mix of



movement and liveliness providing a fresh and spontaneous atmosphere to the environment of the city.

The 2005 Downtown Master Plan envisions a Downtown that serves as the entertainment hub of the community, continuing to provide recreational and cultural opportunities by accommodating new public spaces, including the civic plaza, other open spaces, and arena.

#### **6. Public Utilities/Infrastructure**

As private redevelopment occurs and public projects are implemented, existing public utilities and infrastructure may need to be relocated, replaced, and/or resized. Additionally, as underdeveloped areas of the City, including West Haymarket, are developed, entire new roadways, utility main lines, etc. will need to be created to accommodate development.

#### **C. Private Improvements**

The primary burden for revitalization of the Community Redevelopment Area must be on the private sector. The City must provide public services, perform public improvements and participate where necessary in the redevelopment process, but the needs of the area are beyond the City's capacity to do the job alone. Where appropriate, the City may in designated areas, participate through authorized legal mechanisms by providing financial assistance for the rehabilitation of structures. The development of new complexes and the reuse of existing structures will be the responsibility of private entrepreneurs.

The Lincoln Center Redevelopment Plan revitalization process initially focused on three Redevelopment Projects/Sub Projects: Centerstone Sub Project, Block 35 Sub Project, and 12th Street Revitalization Area Project:

- 12th Street Revitalization Area Project, Phase III - Centerstone Sub Project: 100 ft. east of 12th/"O" to alley north thereof, Lots 7, 8, 9 and 10, Block 40 (Exhibits I-1 and IV-2). The Plan is for private rehabilitation of the historic structure for retail and office and housing purposes, including public canopy restoration and streetscape amenity improvements. The buildings/property on Lot 9 and 10 are rehabilitable structures. The intent is to provide skywalk corridor access at the 2nd level of the structures between the Centerstone and Commerce Court Buildings.
- Q, O, P, R/North Haymarket Redevelopment Project, Phase I - Block 35 Sub Project: 10th to 11th/"P" to "Q", Block 35 (Exhibit I-1). The plan is to redevelop the block for parking and/or other B-4 Zoning authorized purposes.
- Redevelopment Project, 12th Street Revitalization Area Project - The Lincoln Center Plan identified a major retail project opportunity in Downtown. Efforts by developers to implement a enclosed multi-department store shopping center on Blocks 36, 37, 41 and portions of 40 were not successful due to the absence of commitments from department stores. This necessitated a change in vision and approach to a regional mixed-use center: specialty retail, cultural and entertainment, together with office, housing and parking for the revitalization of the Downtown core. Should market realities change in the future, opportunities for additional department store anchors should be pursued.



The redevelopment projects are to generate additional development in the remainder of the Community Redevelopment Area and support the Lied Center. Projects such as these can establish a whole new image for the Downtown. They will generate a feeling that Downtown is expanding and becoming a dynamic regional mixed-use center. It is anticipated that the project will touch off a chain reaction of other developments which will continue to revitalize the area.

The final details of the 12th Street Revitalization Area Project will be known at the time of the execution of appropriate public improvement contracts and Redevelopment/Disposition and/or other Agreements. The project, and later sub projects will complement and support the UNL Lied Performing Arts Center and better tie the campus with the Downtown. This plan can be and is expected to be amended to deal with the projects as details become available.

#### **D. Building Requirements and Redevelopment Standards**

The redevelopment of the Community Redevelopment Area should generally achieve the following requirements and standards:

##### **1. General Environment**

Intensify and strengthen Lincoln's central business district as a focal point for regional development.

Intensify and strengthen Lincoln's central business district as the employment, entertainment, and educational hub of the community.

Provide for compact and interrelated development in order to increase the amount and variety of activity in the core while increasing pedestrian convenience and visual interest.

Provide for expansion and new development of office, commercial, residential, retail, child care, and related service activities which will complement the existing activities in use, scale, and quality of materials and service. The University intends to retain and develop as open space property located on the north side of "Q" from 12th to 13th Streets.

Encourage rehabilitation/renovation of existing structures throughout the Community Redevelopment Area.

Improve the attractiveness and convenience of the Downtown environment through development of conflict-free pedestrian connections between all major and secondary facilities, employment concentrations, and major parking areas.

Provide an environment which emphasizes pedestrian conveniences, visual and performing arts, amenities, needs, and desires, and which minimize automobile-pedestrian conflicts.

Encourage development which enhances the character and maintains the vitality of the Capitol Environs district.

Encourage development of mixed use projects that attract and maintain commercial activity and residential developments in the Downtown and Haymarket areas.

Encourage development that is consistent and complementary to existing land uses, architectural styles, and building materials found Downtown and in the Haymarket.



Assure that plaza, pedestrianway, lighting, signs, and communication devices are oriented to the human scale. A signage program should provide information on street and second level pedestrian/skywalk system interconnection with buildings, elevator locations, parking lots and hours of access to entrances and exits. Lighting should include exciting "directional" lighting directing pedestrians to entertainment and other focal points.

Encourage expanded housing opportunities and types to foster 24-hour activity and lively streets.

Encourage the development of a vibrant retail presence.

## **2. Pedestrianways, Open Spaces, and Plazas**

Provide a comprehensive pedestrian circulation system to facilitate the movement of pedestrians to and within the major development activities within the core area, and to facilitate this movement between the major generators of pedestrian traffic and nearby parking facilities.

Provide a pedestrian system which will connect existing buildings that are to remain in the area with proposed new development.

Assure that design treatment and development of pedestrianways will unify the appearance of both existing and new buildings. A variety of pedestrian facilities are possible, including open and enclosed malls, galleries, open spaces, plazas, and widened gathering place sidewalk areas. These should be skillfully combined to create a highly diversified and exciting pedestrian environment and integrated with others such as the Lied Courtyard from 12th to 13th Street on Q Street and the Lincoln Mall from 10<sup>th</sup> to 14<sup>th</sup> Street.

Provide for development of an appropriate "second level pedestrian/skyway system" consisting of a series of elevated walkways and bridges with grade level vertical access, linking important activity centers within the core area. Skywalks are intended to provide direct, convenient, weather-projected connections for both Downtown patrons/visitors and employees.

Link and enhance city-wide trails and open space.

## **3. Building Design, Heights, and Massing**

Provide for the massing of buildings and related open spaces in order to create a distinct and interesting area with internal focal points of identification and orientation for pedestrians.

Provide a maximum floor area ratio in accordance with applicable zoning district regulations in the redevelopment area.

Encourage the preservation of the architectural integrity and historic character of the area by supporting development that reuses existing buildings or facades and/or that is designed to fit the context in which the development will occur.

## **4. Use of Public Right-of-Way**

Where appropriate, encourage development to utilize portions of the existing right-of-way and/or the air rights over the right-of-way. Use of air rights is encouraged.



## **5. Circulation and Access**

Provide for the improvement of vehicular circulation through and access to the Redevelopment Area in a manner consistent with the expressed needs of the Downtown and total community.

Provide increased transportation choices for Lincoln residents, workers, and visitors. Make transit easier and more convenient to use. Provide a shuttle service with simple, two-way routes. Encourage pedestrian traffic through enhanced pedestrian safety and amenities.

Minimize the impact of new development on existing uses, specifically the impact of vehicular traffic into and through the Historic Haymarket for West Haymarket events.

## **6. Parking**

Provide for an adequate supply of appropriately located and easy-to-use public on-street and off-street parking spaces. Where structures are utilized, such facilities should be integrated with commercial and related development; access to such facilities should not conflict with major pedestrian movements and should be located to prevent conflicts with other vehicular movements.

Minimize the impact of parking needs from new development on supply of parking to other uses.

## **7. Off-Street Loading, Service, and Emergency Facilities**

Provide for consolidated off-street loading and service facilities, with access to be provided (where feasible) from screened public service alleys or courts and connected appropriately with the street system; and provide for emergency access to all built-up portions of the development area.

Provide for emergency vehicle access in a manner compatible with established design and environmental objectives.

Provide for the accommodation of service needs of businesses that are to remain during and following redevelopment.

## **8. Environmental Protection, Mitigation, and Conservation**

Limit fill in the Flood Storage Areas to insure no loss of flood storage in the Salt Creek floodplain/floodprone area in order to minimize adverse impacts to flood heights, particularly on projects where the City is a partner. At a minimum, per legislation, ensure that heights do not rise greater than one foot as a result of development in the floodplain

Enhance and protect the Category I saline wetlands, a rare and threatened natural community. The wetlands should be considered an asset in the redevelopment process.

Use stormwater “best management practices” to minimize the volume and maximize the quality of stormwater runoff, including such concepts as green roofs, permeable paving, grassed swales, and wetlands preservation and enhancement. Use this area as a model for applying techniques that have a low impact and improve the aesthetic quality of the redevelopment area.

Encourage developers to seek Leadership in Energy and Environmental Design (LEED) Certification on new construction and substantial rehabilitation projects.



Remediate brownfields and environmental hazards to allow for the utilization of the land to its highest and best use.

**E. Conformance with Comprehensive Plan**

In accordance with Nebraska State Law, the Redevelopment Plan described in this document was originally designed to conform to the Lincoln-Lancaster County Comprehensive Plan adopted for the City of Lincoln in March, 1985 as amended, and, with the approved 1985 Lincoln Center Plan Update and 1989 Master Plan supplement. It will hereinafter conform to the Lincoln-Lancaster County Comprehensive Plan adopted November 14, 1994, as amended.

**F. Relationship to Local Objectives**

The Community Redevelopment Area is located in the Central Business District (CBD) of the City of Lincoln. Prior to November 1994, the Redevelopment Plan has been developed on the basis of goals and policies adopted by the City for the CBD as well as the entire metropolitan area. General goals and policies relating to development in the entire metropolitan area and more specific goals and policies relating to Downtown Lincoln remaining the dominant multi-use center contained in Chapter 2 of the Lincoln-Lancaster County Comprehensive Plan (March 1985), the approved Lincoln Center Plan Update Part II, and supplement includes goals, principles and objectives to be used specifically as guidelines for the Downtown planning program. Hereinafter, the Redevelopment Plan has been developed so as to be consistent with the goals and policies of the November 1994, adopted Lincoln-Lancaster County Comprehensive Plan, as amended, and further more, will be developed so as to be consistent with the goals and policies of the November 2006, adopted 2030 Lincoln-Lancaster County Comprehensive Plan, as amended.

**G. Procedure for Changes in the Approved Redevelopment Plan**

If the City of Lincoln desires to modify this Redevelopment Plan, it may do so after holding a public hearing on the proposed change in accordance with applicable state and local laws.

**H. Removal of Blighting Influences and Substandard Conditions**

As discussed earlier in the report Section II, the consulting firm of Bahr, Vermeer & Haecker completed a blight determination study in 1984 and a re-analyses/re-evaluation in 1987 for the eighty-eight and one-half-block Community Redevelopment Area. On the basis of a sample survey, detailed in-field inspection of existing structures and consideration of other conditions, and the re-analyses/re-evaluation the consultants concluded that the redevelopment area met the State legislatively defined criteria for "blight and substandard" conditions. This finding was based on the presence of several "blighting and substandard factors" occurring in the study area.

In 1990, Bahr Vermeer & Haecker completed a blight and substandard determination study for a 18 ½ block area. On the basis of a 100% survey, detailed in-field inspection of existing structures and consideration of other conditions, the consultant concluded that the expanded redevelopment area met the State legislative defined criteria for "blight" and "substandard" conditions.

Consultants identified the following blighting and substandard factors as being found in the 18 ½ block expanded study area:

- Strong Presence of Factors --
  - Substantial number of deteriorated or deteriorating structures.
  - Existence of defection or inadequate layout.



- Faulty lot layout in relation to size adequacy, accessibility, or usefulness.
- Improper subdivision or obsolete platting.
- The existence of conditions existent which endanger life or property by fire or other causes.
- Reasonably Present --
  - Insanitary or unsafe conditions.
  - Deterioration of site or other improvements.
  - Diversity of ownership
  - Other environmental and blighting factors.

Consultants further identified the following substandard factors in the 18 ½ block expanded area:

- Strong Presence of Factors –
  - Dilapidated/deterioration.
  - Age or obsolescence.
  - Existence of conditions which endanger life or property by fire or other causes.
- Reasonable Presence of Factors –
  - Inadequate provision for ventilation, light, air, sanitation, or open spaces.

Consultants further identified the following blighting and substandard conditions in the 2007 West Haymarket Addition:

- Substandard --
  - Dilapidation, deterioration, age, or obsolescence.
  - Inadequate provision for ventilation, light, air, sanitation, or open spaces.
  - Conditions which endanger life or property by fire and other causes
- Blight --
  - Substantial number of deteriorated or deterioration structures.
  - Defective or inadequate street layout
  - Faulty lot layout.
  - Insanitary or unsafe conditions.
  - Deterioration of site or other improvements.
  - Diversity of ownership.
  - Defective or unusual conditions of title.
  - Improper subdivision or obsolete platting.
  - Conditions which endanger life or property by fire and other causes.

Additionally, the area meets Part (b) of the definition of “blight” in that the average age of the residential or commercial units in the area is at least forty years.

The objective of the Redevelopment Plan described in this document is to provide a framework for removing the blighting and substandard factors as they currently exist in 2007 Amended Area. A map of the Fundamental Concept, showing future land uses and key projects in the Redevelopment Area, is presented in Exhibit III-1. The following paragraphs discuss the types of actions that will be taken by the City of Lincoln and the private sector in eliminating or arresting these blighting influences and substandard conditions.



The following describes the tasks that will be undertaken to remove blight and substandard conditions from:

- (A) the Q, O, P, R/North Haymarket Redevelopment Project area;
- (B) the 12th Street Revitalization Area Project;
- (C) Block 55 Redevelopment Project - Gold's Galleria/Block Balance Sub Project - Phase II;
- (D) the Haymarket Area Redevelopment Project,
- (E) the University Square Redevelopment Project,
- (F) Eagles/Runza Redevelopment Project,
- (G) Ambassador/President Redevelopment Project,
- (H) Lincoln Center Public Improvements Project,
- (I) Cornhusker Square Redevelopment Project - Phase II,
- (J) The Lincoln Star Buildings Redevelopment Project,
- (K) Entertainment Center/Old Federal Building Redevelopment Project,
- (L) Lincoln Mall Redevelopment Project,
- (M) Haymarket 7<sup>th</sup> & 8<sup>th</sup> Street Core Redevelopment Project and the Balance of the Redevelopment Area,
- (N) QO1214 Downtown Plaza Redevelopment Project, and
- (O) North Haymarket Arts and Humanities Center Redevelopment Project.
- (P) Sawmill Redevelopment Project
- (Q) West Haymarket Redevelopment Project







### **Q, O, P, R/North Haymarket Redevelopment Project**

The Q, O, P, R/North Haymarket Redevelopment Project incorporates several individual project phases essential to the revitalization/redevelopment process for Lincoln Center.

#### **Phase I - Block 35 Sub Project**

The Sub Project proposed for the Block 35 area, though subject to change, will remove blighting factors outlined above. As detailed in Section IV, this includes the removal of many existing buildings to be replaced by the construction of a parking facility and/or other B-4 Zoning authorized uses. The sub project will generally remove the existing blighting conditions through the following means:

- Demolition of existing structures on the block which were determined to be: (1) structurally substandard or deficient requiring minor repair; (2) functionally and economically obsolete; and/or (3) potentially unsafe or unsanitary.
- Consolidation and replatting of properties located on the block into an ownership/lot pattern better suited to a Downtown area.
- Removal and replacement of deteriorating or deteriorated site improvements.
- Vacation of existing alleyways which had previously limited the potential for larger-scale development on the block.
- Replacement of the current scattered surface parking lots and substandard off-street parking garage buildings with a planned parking facility and/or other B-4 Zoning authorized uses that will allow adequate and convenient access to the block and adjacent blocks and will minimize points of pedestrian/vehicular conflict.
- The sub project will also reverse the long trend of retail decline in the Central Business District.

#### **Phase II - Que Place Sub Project**

The Que Place phase relates to the redevelopment of a half block area, the primary objective of which is to transform an on-surface parking lot into a mixed-use office, commercial/housing and parking garage development.

The sub project will remove a blighting and substandard on-street parking lot and will contribute to the Downtown Lincoln Center revitalization through a mixed-use development.

#### **Phase III - Journal-Star/Haymarket Square Sub Project**

The Journal-Star Sub Project will provide for redevelopment of a two-block area, through expansion of the Journal-Star Printing facility, linking the existing plant/office to a proposed mailroom/distribution facility and press operation.



The development will accomplish the original intended redevelopment of Block 29 which initially began some 20 years ago. The blighting and substandard buildings/conditions have been removed over time.

#### **Phase IV - Crossroads House Sub Project**

The Sub Project related primarily to the renovation of the seven-story vacant former Clayton House Hotel and parking complex into a 54-unit senior citizen housing and related office/parking complex. The reuse and redevelopment of the hotel and parking garage (obsolete under present standards) will remove blighting and substandard conditions, and contribute to the revitalization of Downtown Lincoln Center.

#### **Phase V - North Haymarket Sub Project**

The North Haymarket Sub Project provides for redevelopment of a 6-to 7-block area, the primary objective of which is to transform former railroad property into a office and related parking development.

The sub project will remove a blighting and substandard conditions through the following means:

- Consolidation and replatting of properties encompassing 6- to 7-blocks into an ownership/parcel pattern better suited to Downtown development.
- Removal and replacement of deteriorating or deteriorated site improvements.
- Improving street access (paving) within the immediate area.
- Improve the economic viability of the Central Business District; in particular, the Haymarket area.

#### **12th Street Revitalization Area Project**

##### **Phase I - 11th/13th Street Core Area Sub Project**

The project proposed for approximately a 5-1/2 block area, though subject to change, will remove blighting factors outlined previously. As detailed in Section IV, this project/sub project includes the removal of minimal existing buildings. The redevelopment proposal will generally remove the existing blighting conditions through the following means:

- Rehabilitation of existing structures on the blocks determined to be: (1) structurally substandard or deficient requiring minor repair; (2) functionally and economically obsolete; and/or (3) potentially unsafe or unsanitary.
- Where acquisition may occur, consolidate and replat properties into an ownership/lot pattern better suited to a downtown area.
- Reduction in potential pedestrian/vehicular conflicts and interruptions of pedestrian movement through the provision of an elevated skywalk system and the elimination of selected driveway entrances.



- Reduction of deteriorated site improvements through code and ordinance enforcement and revitalization of property.
- Provision of planned off-street parking facilities that will allow adequate and convenient access to the blocks and adjacent blocks and will minimize points of pedestrian/vehicular conflict.
- Reduction/elimination, through property rehabilitation, of the existence of conditions which endanger life or property by fire or other causes.
- Reduction of environmental factors through renovation of blighted buildings and improvement of site conditions.
- Revitalization and construction of an intensive, mixed-use downtown core that is properly suited for the Downtown setting.
- The project/sub project will also reverse the long trend of retail decline in the Central Business District. The provision of the Children's Museum will aide in the economic revitalization of Downtown as a mixed use center, and, serve as an anchor for retail and entertainment activity.

#### **Phase II - 12th Street Revitalization/Theatre Sub Project**

The 12th Street Revitalization/Theatre Sub Project proposes to remove a blighted and deficient parking lot. As detailed in Section IV, this sub project includes the removal of substantial rubble used to fill a former building basement prior to construction of the existing parking lot. The present Building Code prohibits rubble backfill. The sub project will contribute to the economic revitalization of Downtown as a mixed use center, in particular, expand the entertainment district.

#### **Phase III - Centerstone Sub Project**

The Centerstone sub project area was also found to contain blighting factors that contributed to and reflect the general decline of the area. The sub project's primary objective relates to the rehabilitation/restoration of the Centerstone (former Anderson) historic structure, with the intent to provide skywalk corridor access at the 2nd level between the Centerstone and Commerce Court Buildings. This sub project will support the 12th Street Revitalization Area Project, and revitalization of the balance of the Community Redevelopment Area.

#### **Phase IV - Commerce Court-Lincoln Square Skywalk and Historic Facade Improvement Sub Project**

The Commerce Court-Lincoln Square Skywalk and Historic Facade Improvement Sub Project relates primarily to the redevelopment of the vacant Hovland Building and former Dalton Book Store and the construction of a skywalk bridge across "O" Street connecting Commerce Court to the Lincoln Square Facility. In addition, this sub project anticipates renovation, including certain historic facade improvements of the Lincoln Square Facility to provide retail and office uses. The skywalk bridge will provide parking and pedestrian



connections to maximize retail, office, entertainment and residential potential in the continuing redevelopment/revitalization of Downtown Lincoln.

The project will remove blighting conditions through:

- Renovation of a vacant structure.
- Helping to reverse business decline by occupancy of a vacant building.
- Preservation of building facade historic features/characteristics
- Reduction in pedestrian/vehicular conflicts through provision of an elevated skywalk bridge.
- Provision of easier access to parking via skywalk system.

### **Block 55 Redevelopment Project, Gold's Galleria/Block Balance Sub Project - Phase II**

The sub project encompasses three buildings: the Lincoln Building plus two adjacent structures to the east. The primary objective is the substantial rehabilitation/restoration (to remove blight and substandardness) of the totally vacant, economically and functionally obsolete and deteriorating Lincoln Building to a viable commercial/office facility. The secondary objective is to seek completion of rehabilitation/restoration of the other two structures. The sub project will significantly contribute to the economic revitalization of Downtown as a mixed-use center. The sub project will also entail removal and replacement of deteriorating or deteriorated streetscape improvements along "O" and 10th Streets, and provide a connection to the skywalk system.

### **Haymarket Area Redevelopment Project**

The Haymarket Area Redevelopment Project incorporates several individual project phases essential to the revitalization and historic preservation of the overall Haymarket area.

#### **Phase I - The Haymarket Sub Project**

The Haymarket phase relates to the revitalization/redevelopment of a 2-square block area ("P" to "Q"/7th to 9th Streets). The primary objective is rehabilitation/restoration of historic structures, replacement of infrastructure, and installation of pedestrian environmental improvements.

The activity to remove blighting and substandard conditions through:

- Renovation of deteriorating historic structures;
- Development of a mixed-use historic "Old Town" area;
- Replacement of deteriorating infrastructure and site improvements.



## **Phase II - The Hardy/Bucks Buildings Sub Project**

The Hardy Building is a vacated six-story industrial warehouse building, which was vacated in 1986, and is obsolete under present day standards. The Hardy Building activity area contains blighting factors that contribute to and reflects the general decline of the Haymarket Area in which it is located. The primary objective is the rehabilitation/restoration of the historic structure and its conversion to apartment units with related commercial/office uses. The activity will contribute support to the redevelopment and revitalization of the Haymarket Area/Historic District.

The Bucks Storage Buildings consist of three buildings: an 1881 three-story building, a 1920's five-story building and a 1950's one-story building. The buildings have been in warehouse/storage uses and are being converted or considered for conversion to commercial/office/residential uses. The reuse and redevelopment of these buildings will remove blighting and substandard conditions and will contribute to the revitalization of the Haymarket area.

## **Phase III - Lincoln Station (Burlington Northern Depot) Sub Project**

The Lincoln Station phase relates primarily to the renovation of the historic Burlington Northern Depot structure, including the provision of much-needed parking and open space. The activity proposed will remove blighting and substandard factors, and be the major development force in continuing the redevelopment and revitalization of the Haymarket/Historic District.

The activity will remove blighting and substandard conditions through the following means:

- Renovation of a deteriorating historic structure;
- Development of a mixed-use office-retail complex;
- Subdivision replatting;
- Removal and replacement of deteriorating site improvements;
- Provision of park/open space;
- Construction of parking facilities.

## **Phase IV - Grainger Building Sub Project**

This project involves the rehabilitation and restoration of an underutilized five-story warehouse facility into one floor of commercial/office space and four floors totaling 26 units of housing. The project will remove blighting and substandard conditions through the renovation of the deteriorated structure and make a positive contribution to revitalization of the Haymarket District.

## **Phase V - The Apothecary and Ridnour Buildings Sub Project**

This project involves the rehabilitation of two underutilized and deteriorating structures: the five-story Apothecary Building and the two-story Ridnour Building. The Apothecary



Building will involve the conversion of the lower level and first floor to commercial/offices and the second through fifth floors to office/residential uses.

### **University Square Project**

The Project proposed for the Block 39 area will remove blighting and substandard factors outlined above. As detailed in Section IV, this includes the removal of existing buildings/structures and surface parking lots to be replaced by the construction of a parking facility, and rehabilitation/renovating of three existing structures. The redevelopment project will generally remove the existing blighting and substandard conditions through the following means:

- Demolition of certain existing structures on the block determined to be necessary to accomplish the redevelopment objective;
- Removal and replacement of deteriorating or deteriorated site improvements;
- Replacement of current surface parking lots and drive-in facility with a planned parking garage facility that will provide adequate and convenient parking spaces to the project block and adjacent blocks;
- Renovation of functionally and/or economically obsolete structures; one of which is vacant, and portions of others vacant;

### **Eagles/Runza Redevelopment Project**

The project encompasses three buildings, the Eagle's Building plus two adjacent buildings to the north. The objective is the rehabilitation/restoration of the partially vacant, under-utilized and deteriorating structures to a viable commercial facility. It is expected that the project will contribute to the economic revitalization of Downtown as a mixed-use center.

The project will remove blighting and substandard conditions through renovation of deteriorating/dilapidated structures, removal and replacement of deteriorating site improvements and renovation of functionally and economically obsolete structures.

### **Ambassador/President Redevelopment Project**

This project involves the rehabilitation of two vacant and deteriorating residential apartment buildings; both five stories: Ambassador and President. The Project will remove blighting and substandard conditions through renovation of deteriorating structures and retentions as occupied residential apartment units. The project will make a positive contribution to the revitalization of Downtown as a mixed-use center.

### **Lincoln Center Public Improvements Project**

The project proposed covers the 107-block Community Redevelopment Area encompassing a broad range of public infrastructure, street/parking systems, environmental/streetscape amenities, and parks/open space improvements to remove blighting and substandard conditions/factors outlined previously. As detailed in Section IV, this project will support



revitalization, and other public-private partnership projects, implemented throughout the Community Redevelopment Area, thereby contributing to the economic revitalization of Downtown as a mixed-use center.

### **Cornhusker Square Redevelopment Project - Phase II**

This project involves the expansion (36,156 sq. ft.) of the City of Lincoln owned civic (conference) center located on Block 89 within the Cornhusker Square Hotel/Office Building complex on the first and lower levels. In addition, a 500 to 900 space parking facility may be constructed on Block 88. The number of spaces and location will be determined through parking needs study undertaken by the City Transportation Department, with a potential skywalk connection.

The conference center portion of the project will provide much needed meeting rooms, reception/dining overflow space, exhibition space, and, proper use of existing civic center space to operate the public/private partnership conference center complex on an economically sound basis.

### **The Lincoln Star Buildings Redevelopment Project**

The Lincoln Star Buildings Redevelopment Project relates primarily to the revitalization/redevelopment of the former Back To The Bible Complex now known as the Lincoln Star Buildings Complex (Palace Stable, Star Tower, Star Building, and Star South Annex Buildings) for office purposes with streetscape/sidewalk/vault improvements and the construction of a skywalk bridge across the east-west private alley connecting either the Star Tower or Star South Annex Buildings to the Carriage Park Garage. In addition, this project may relocate the Townsend Building/historic facade to a portion of the existing parking lot. The skywalk bridge will provide parking and pedestrian connections to maximize retail, office, entertainment and residential sources of Downtown Lincoln.

Further, the project includes the College of Hair Design Complex which is in good/well-maintained condition. The south half of basement is presently under construction. Streetscape/amenities improvements are the only public activities necessary.

The project will remove blighting and substandard conditions through:

- Renovation of a substantially vacant four-structure complex;
- Help reverse business decline by occupancy of an obsolete group of buildings;
- Preservation of certain historic facade features and characteristics;
- Provision of easier access to parking via skywalk connection and system;
- Improvements to dilapidated sidewalk and vault areas, and other streetscape amenities.

### **The Entertainment Center/Old Federal Building Redevelopment Project**

The Entertainment Center/Old Federal Building Redevelopment Project consists of a 6 ½ block area. The project consists of: (A) development of a 160,000 square foot two story



structure on Block 41. The structure will occupy the entire block with the exceptions of Lots 7, 8 and 18. The structures on those lots will remain. The first floor of the Entertainment Center will consist of retail/restaurant uses while the second floor of the structure will consist of 12-15 movie theaters; (B) sale and renovation of the City's Old Federal Building on Block 43. Work could include historic restoration and facade improvements. A developer will be selected for the building through a public solicitation process; © public involvement and improvements related to the two projects. These could include utility reconstruction, streetscape and landscape reconstruction, pedestrian corridor or connection construction, and City acquisition if necessary to implement the projects.

The project will remove blighting and substandard conditions through the following means:

- Acquisition necessary or incidental to the clearance, development or redevelopment in Block 41 or 43;
- Sale and renovation of the City's historically significant Old Federal Building;
- Demolition or removal of several vacant, underutilized and/or deteriorated structures on Block 41;
- Construction of a 160,000 square foot two story entertainment center on Block 41.

#### **The Lincoln Mall Redevelopment Project**

The Lincoln Mall Redevelopment Project incorporates portions of or all of eight City blocks adjacent to Lincoln Mall from 10<sup>th</sup> to 14<sup>th</sup> Streets. The purpose of this project is to provide amenities, such as sidewalks, utilities, curbs, plantings, street furniture, street lights and transit improvements to enhance Lincoln Mall.

The project will provide streetscape amenities that will enhance the attractiveness and vitality of Lincoln Mall and nearby neighborhoods. These improvements will promote continued office development in this corridor and will provide neighborhood residents with improved access to Lincoln Mall.

#### **Haymarket 7th & 8th Street Core Redevelopment Project**

The Haymarket 7<sup>th</sup> & 8<sup>th</sup> Street Core Redevelopment Project incorporates all of Blocks 31, 32 & 45 in the Haymarket Historic District and involves the development of two mixed use properties: 1. the redevelopment of the Salvation Army Buildings (737 P Street) on block 45 and the development of a new multi-level mixed use building (727 R Street) on Block 31. The goal of this project is to strengthen the Haymarket District by removal of a blighted building and the construction of major new building; and the renovation of several key properties in the district. City support may include property acquisition, site preparation and remediation, property demolition, utility improvements, facade improvements, parking improvements and the provision of streetscape amenities.

The project will support the redevelopment of an existing series of buildings into a mixed use building with restaurants, studios, apartments and office space and the construction of a new mixed use building including a bank, retail, offices and 35-50 housing units. These



projects will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of the Historic Haymarket District.

### **QO1214 Downtown Plaza Redevelopment Project**

The QO1214 Downtown Plaza Redevelopment Project area is bounded by 12<sup>th</sup>, 14<sup>th</sup>, O and Q Streets and incorporates all of blocks 37, 38, 39, and 40 of Downtown Lincoln.

The goals of this project are to strengthen Downtown Lincoln by developing a new public square and supporting streetscape enhancements by removing a blighted building, and the construction of mixed use public parking facility. These projects will remove blighted & substandard conditions and will contribute to the continued revitalization of Downtown Lincoln by encouraging additional private reinvestment in this area. City support may include property acquisition, site preparation and remediation, property demolition, utility improvements, parking improvements and the construction of plaza and related streetscape amenities.

The project will support the revitalization of Downtown through supporting the development of the P Street retail corridor as outlined in the recently adopted Downtown Master Plan and in previously adopted Downtown redevelopment plans. Specifically, the improvements could include the construction of a public plaza at 13<sup>th</sup> and P on Block 38, streetscape improvements and roadway changes on 13<sup>th</sup> Street between O and Q Streets and the construction of a mixed use public parking facility at 14<sup>th</sup> and Q on Block 38. These improvements are intended to support private sector retail, commercial and / or residential development and amenities in this redevelopment area.

### **North Haymarket Arts and Humanities Center Redevelopment Project**

The North Haymarket Arts and Humanities Center Redevelopment Project area incorporates all of Block 21, located between 8<sup>th</sup> and 9<sup>th</sup> Streets and R and S Streets in Downtown Lincoln. The goals of this project are to strengthen and extend the Haymarket district by removal of blighted structures; redevelopment of an existing building into a modern, mixed-use office/retail building; construction of a mixed-use building, which will include a public-private center for the promotion of modern arts and humanities assembly; and, the construction of a mixed-use building, which will be primarily residential. These projects will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of the Haymarket district in Downtown Lincoln. This project will also create the new north entrance to the Haymarket district. City support may include property acquisition, site preparation and remediation, property demolition, utility improvements, parking improvements, and the construction of project related public amenities and related streetscape amenities. These improvements will support the continued revitalization of the Haymarket District and Downtown Lincoln.



### **Sawmill Redevelopment Project**

The Sawmill Redevelopment Project Area, Phase One of the North Haymarket Arts and Humanities Center Block, is comprised of the three parcels in the northwest quadrant of Block 21, located between 8<sup>th</sup> and 9<sup>th</sup> Streets and R and S Streets in Downtown Lincoln. The goals of this project are to strengthen and extend the Haymarket district with the redevelopment of an existing building into a modern, mixed-use office/retail building. This project will remove blighted and substandard conditions and will make positive contributions to the continued revitalization of the Haymarket district in downtown Lincoln. This project will also create the new north entrance to the Haymarket district. City support may include, site acquisition and preparation, utility improvements, and other related public improvements. These improvements will support the continued revitalization of the Haymarket District and downtown Lincoln.

### **West Haymarket Redevelopment Project**

The West Haymarket Redevelopment Project area is an irregularly bounded tract of land located to the west and northwest of the “Haymarket District” in Downtown Lincoln. The area is very generally bounded by the Burlington Northern Santa Fe (BNSF) and Union Pacific (UP) rail lines on the west, by approximately North 7<sup>th</sup> Street on the east, the south interior roadway of Haymarket Park and the Bereuter Pedestrian Bridge on the north, and ‘M’ Street on the south. Specific improvements within the project area may include the construction of a 12,000 to 16,000 seat arena, a privately owned and operated hotel of perhaps 300 to 450 rooms, a 35,000 sq. ft. to 70,000 sq. ft. convention and exhibition center, surface and structured parking, space for retail, office, and service businesses, recreational facilities, and other complementary uses. City support may include property acquisition, demolition, relocation of existing uses, relocation and resizing of utilities, installation of new infrastructure, site preparation, and remediation.

The goals of this project are to strengthen the long term economic and physical viability of the Haymarket district and Downtown Lincoln by removing existing blighting and substandard conditions; complement the current mixed use character of the area through the introduction of additional entertainment, recreational, lodging, convention space, services, office, and retail activities; expand the amount and quality of parking services and upgrade surface transportation access to the area; invigorate and enhance pedestrian environment within and adjacent to the project area; further the cooperation of the private and public sectors in pursuing development opportunities for the area; celebrate the historic character and tradition of the area; and ameliorate devalued environmental conditions. The West Haymarket Redevelopment Project will support the continued revitalization of Downtown Lincoln (including the Haymarket district) as called for in the recently adopted Downtown Master Plan and as reflected in the Lincoln Center Redevelopment Plan.

### **Balance of the Community Redevelopment Area**

The remaining blocks of the redevelopment area reflect the finding of the blight factors noted above. It should be noted that the balance of the redevelopment area includes other redevelopments such as Cornhusker Square.



- Speed implementation of the proposed (Block 35, Centerstone and 12th Street Revitalization Area) Projects which will provide numerous spin-off incentives for redevelopment of the balance of the area and reverse the downward trend in Downtown retail activity.
- Seek stricter enforcement of applicable building codes in the redevelopment area when such enforcement could reasonably arrest the further deterioration of structures and site improvements in the area.
- Limit/prohibit the further subdivision of lots in the area so as to restrict the diversity of property ownership that currently inhibits the consolidation of lots into sizes better suited for the Downtown setting.
- Amend the present City Zoning Ordinance to provide for a minimum lot size for all activities in B-4 zoning.
- Provide a City-designated liaison between potential developers and City departments to speed review and approval of redevelopment proposals in the area.
- Use Community Development Block Grant (CDBG) funds for appropriate public improvements in the area.
- Encourage beneficial uses of public street right-of-way in the area by possibly vacating portions of streets or by approving uses on the public right-of-way.
- Participate in appropriate tax increment financing packages when such action will stimulate beneficial reuse of the area and in situations where such reuse would not likely occur without the CIF option.
- Create a positive atmosphere for redevelopment in the area through the City establishment of an outreach program to potential developers and the possible creation of "development zone" in the balance of the redevelopment area.
- Encourage the rehabilitation and reuse of historic structures in the balance of the redevelopment area, such as the Haymarket area, Place Livery Stables and others; and ensure that established policies for reviewing proposals for such structures are followed.
- Employ CDBG funds for development subsidies/loans to stimulate redevelopment in the area.
- Seek tax abatement legislation targeted toward the area when other avenues of redevelopment incentives have been exhausted.







## **Attachment B**

### **Section IV**

#### **Q. WEST HAYMARKET REDEVELOPMENT PROJECT**

##### **1. Revitalization Project Description**

The West Haymarket Redevelopment Project area is an irregularly bounded tract of land located to the west and northwest of the “Haymarket District” in Downtown Lincoln. The area is very generally bounded by the Burlington Northern Santa Fe (BNSF) and Union Pacific (UP) rail lines on the west, by approximately North 7<sup>th</sup> Street on the east, the south interior roadway of Haymarket Park and the Bereuter Pedestrian Bridge on the north, and ‘M’ Street on the south. Along its eastern edge, the Project area includes the Lincoln Station and several city blocks (i.e., 48, 49, 50, 51, 72, 73, 74, 75, 76) south of ‘O’ Street (a.k.a., Harris Overpass.) Exhibit IV-141 identifies the boundaries for this area.

The existing land use in the West Haymarket Redevelopment Project area is primary railroad (including active and inactive rail lines, and railcar storage), light industrial, office, retail, wholesale, service, utilities, public, and surface parking. See Exhibit IV-142.

The goals of this project are to strengthen the long term economic and physical viability of the Haymarket district and Downtown Lincoln by removing existing blighting and substandard conditions; complement the current mixed use character of the area through the introduction of additional entertainment, recreational, lodging, convention space, services, office, and retail activities; expand the amount and quality of parking services and upgrade surface transportation access to the area; invigorate and enhanced pedestrian environment within and adjacent to the project area; further the cooperation of the private and public sectors in pursuing development opportunities for the area; celebrate the historic character and tradition of the area; and ameliorate devalued environmental conditions.

The West Haymarket Redevelopment Project will support the continued revitalization of Downtown Lincoln (including the Haymarket district) as called for in the recently adopted Downtown Master Plan and as reflected in the Lincoln Center Redevelopment Plan. Specific improvements within the project area may include the construction of a 12,000 to 16,000 seat arena, a privately owned and operated hotel of perhaps 300 to 450 rooms, a 35,000 sq. ft. to 70,000 sq. ft. convention and exhibition center, surface and structured parking, space for retail, office, and service businesses, recreational facilities, and other complementary uses. Project tasks could include property acquisition, demolition, relocation of existing uses, relocation and resizing of utilities, installation of new infrastructure, site preparation, and remediation. These improvements are consistent with and correspond to Downtown redevelopment goals identified in Section III. The proposed redevelopment project addresses the goals of this plan in the following ways:



- Encourages private investment in redeveloping Downtown Lincoln;
- Enhances the architectural and historic character of the proposed project area and its environs;
- Removes blighting conditions from the subject property and in turn utilizes underdeveloped land;
- Supports the community's vision for Downtown and Haymarket by sustaining mixed use development in the overall area;
- Reinforces and bolsters the pedestrian and street-oriented character of the Downtown and Haymarket;
- Strengthens the attractiveness of the Downtown and Haymarket for additional residential development by advancing a diverse market for housing products;
- Works to further integrate the University of Nebraska-Lincoln campus into the fabric of Downtown; and
- Increases the attractiveness of the overall Haymarket area to add and diversify retail and service operations.

## **2. Statutory Elements**

### **A. Property Acquisition, Relocation, Demolition, and Disposal**

The West Haymarket Redevelopment Plan could involve the acquisition of several parcels of land within the project area. The largest single landholder in the immediate project area is the Burlington Northern Sante Fe (BNSF) Railway. The BNSF property includes active railines, railcar storage lines, rail switching facilities, and several outbuildings related to their rail operations. The second largest landholder in the potential redevelopment area is N Street Company, LLC. This site houses Alter Scrap Inc., which presently maintains a scrap processing and recycling operation on the property. Another large single use in the project area is the City's Street Maintenance Operations Facility at 901 N. 6<sup>th</sup> Street. Other property in the area is occupied by a diverse set of uses including industrial-style activities (such as steel, limber, and food operations), office, retail, utilities, public, and miscellaneous services. Additional properties could be acquired as needed for public uses and redevelopment. All property acquisitions, sales, or reconveyances would be completed as provided by law and consistent with the overall plan. Relocation of existing private businesses and public operations would be handled in accordance with adopted statues and established regulations. Exhibit IV-143 identifies the conceptual site plan.

### **B. Population Density**

There are no residential units within the proposed project boundaries. However, there are a total of 105 residential units in the adjacent Haymarket area today, all of which are located in mixed-use buildings. These include 60 units in the Hardy Building at 335 N 8<sup>th</sup> Street, 16 units in the Haymarket Loft Building at 311 N 8<sup>th</sup> Street, 26 units in the



Grainger Building at 105 N 8<sup>th</sup> Street, and 3 units in the Burkholder Project at 719 P Street. All of these units will remain after implementation of the redevelopment project. In addition, there are 13 units proposed at the new Option 13 project at 727 R Street. Additional housing units are planned for the Salvation Army building complex at 151 N 8<sup>th</sup> Street. Construction of these units will continue during and after implementation of the project envisioned in this redevelopment plan amendment.

### **C. Land Coverage and Building Density**

Land coverage and building density would likely be altered with the implementation of this project. A potential arena-hotel-convention-center complex could be placed on land currently housing BNSF railcar storage and several outbuildings. This would result in an intensification of the building density and land coverage since the property is sparsely built upon today. Demolition of the present buildings and relocation of the existing BNSF trackage and structures would need to occur under this potential development option.

Other building and structures generally south of 'O' Street (a.k.a., Harris Overpass) may also be impacted. Potential uses in this area could include roadways, surface parking lots, parking garages, and other public or private uses. Relocation of the Alter Scrap could result in the altering of the land coverage status of this property.

In addition, much of the anticipated project site is located within a floodprone area. Regulations governing development in such areas will be adhered to, which in turn may impact the site layout and design of buildings and structures. Flood mitigation facilities design, site layout, and building materials would be employed to minimize the effect of redevelopment on potential flood conditions. This same sort of consideration would presumably be applied to any potential environmental situations which may be encountered on the site and environs.

### **D. Traffic Flow, Street Layout, and Street Grades**

Among the primary transportation goals of the proposed West Haymarket project would be to minimize event-related vehicular traffic entering the traditional Haymarket district. It is anticipated that this goal would be accomplished in large part by intercepting event-related vehicular traffic at key points in and near the Downtown and Haymarket district. This strategy can be implemented utilizing existing, planned, and contemplated roadway facilities serving the greater Downtown Lincoln area.

Examples of existing roadway facilities available to support the further redevelopment of West Haymarket are Interstate 180, 9<sup>th</sup> and 10<sup>th</sup> Streets, and 'O' Street, which all feed the Downtown. Roadway facilities planned for upgrading or are currently under construction include Sun Valley Boulevard (Nebraska State Highway 34, planned for widening by the Nebraska Department of Roads (NDOR) from two to four lanes) and the Antelope Valley Roadway (currently under construction.) Depending upon the proposed



West Haymarket complex's ultimate design, an additional "backbone" roadway is also likely to be part of the overall project. This possible roadway would likely parallel the BNSF main rail lines and run behind the larger redevelopment complex. The roadway could connect the Antelope Valley Roadway to the arena, hotel, and convention center, and areas south of Haymarket, while at the same time not affording normal vehicular traffic direct and unencumbered access to the Haymarket district. There are no known plans for materially altering the street layout or street grades in the immediate project area or Haymarket district.

#### **E.      Parking**

While a small amount of vehicular parking occurs on the overall site today, the proposed project would redefine such a use as redevelopment takes place. Much of the existing parking within the immediate project area serves current businesses or other operational which would presumably be relocated out of the area.

Relative to existing parking in the project area environs, the City of Lincoln currently operates seven public garages in the Downtown with parking capacity for approximately 4,200 vehicles. Of this city-owned garage capacity, about 1,600 spaces are within four city blocks of the proposed project site. The City also maintains a little over 300 parking spaces in surface lots immediately adjacent to the site. On-street, metered parking is available immediately east of the site.

Other existing parking capacity within the immediate vicinity is available in the form of various public and private lots and garages. Haymarket Park baseball and softball complex to the north of the site is accessible by a pedestrian bridge with parking for around 1,700 cars. Numerous other private lots and garages exist within a four-block distance from the eastern edge of the proposed project area. For example, two public surface lots along the northern edge of the site can accommodate 750 vehicles. A near-by public parking facility operating by the University of Nebraska can hold 600 vehicles, along with an adjacent controlled lot which has space for 400 vehicles.

Depending upon a final site design, additional surface and decked parking would likely be constructed as part of the proposed West Haymarket complex. The specific inventory of spaces would depend on several factors including the project parking demand for the arena (seating capacity), the hotel (number of rooms), and convention center (square footage); as well as assumptions regarding the use of the existing supply of parking in and near the West Haymarket and Haymarket. While the exact number of parking spaces to be added in support of the proposed complex, it would seem likely the number could possibly range from 3,000 to 5,000 spaces. Also consideration may be given to a Downtown shuttle system which would allow for the City's, University's, and private sector's investment in existing parking facilities to be maximized; and in turn reducing the requirement for the construction of additional new parking.



## **F. Zoning, Building Codes, and Ordinances**

The proposed West Haymarket redevelopment project area is predominately zoned I-1 (industrial), with a smattering of B-4 (business) along its eastern edge. The I-1 zoning district is intended “for a developing stable or redeveloping area” and can accommodate “a relatively high intensity of use and land coverage.” The I-1 zoning district is generally considered “permissive” in character in that it allows for a broad range of “permitted uses.” The B-4 zoning district is a “district for a redeveloping area applicable to the business and retail uses in the area of the Lincoln Center Business District.” It supports the concept of Downtown Lincoln as “the dominant multi-use center” for the community with it being a “key focal point of business, social, and cultural activity in the Lincoln urban area.” The B-4 zoning district also allows a wide range of activities, particularly uses which are intensively urban in character. A portion of the B-4 zoning district along the extreme eastern edge of the project area is within the Haymarket Landmark District; including the historic Lincoln Station. This makes uses and structure in this area subject to additional administrative oversight as part of Section 27.57.010 of the Lincoln Municipal Code and potentially other governmental regulations and review processes.

The Uniform Housing Code, the International Building Code, the International Residential Code and local amendments, and all other applicable City Construction Codes would be followed in the demolition, redevelopment, and construction of facilities to protect the health, safety, and welfare of the public.

Potential projects in the proposed redevelopment area could be subject to certain maximum building height limits based on three separate regulatory mandates: Lincoln Municipal Code zoning district standards, Nebraska Capitol View Corridors, and Lincoln Airport zoning regulations. The specific applications of these regulations can not be determined until specific site layout and building design are completed.

It is furthermore the presumed intent of this the redevelopment project to pursue “LEED” certification for one or more of the buildings. “LEED” refers to the “Leadership in Energy and Environmental Design” Green Building Rating System. LEED is the nationally accepted benchmark for the design, construction and operation of high performance green buildings. LEED promotes a whole-building approach dealing with site planning, water management, energy management, material use, indoor air quality, and innovation and design process.

## **G. Public Infrastructure**

In addition to those mentioned previously, new and upgraded public infrastructure improvements could be needed for any potential redevelopment project undertaken as part of this plan. These could include utilities, sidewalks, trails, pedestrian ways, plazas, plant material, curbs, streets and alleys, lighting, street furniture, streetscape, signage and wayfinding, and civic art. The City may also work with developers to improve public infrastructure serving related projects.



## **H. Cost-Benefit Analysis**

A cost-benefit analysis is included as Attachment D.

### **3. Estimated Costs and Financing**

The total estimated budget, with all public and private costs, is \$339 million. Preliminary cost and financing figures for the West Haymarket redevelopment project are displayed below:

#### Public and Private Cost Estimates (Subject to Revision)

- Community Arena (including support service facilities and integrated decked parking): \$160 million
- Retail Space: \$5 million
- Road Network Improvement Serving the Project Area: \$23 million
- Land Acquisition and Site Preparation Work: \$30 million
- Surface Parking to Support Development: \$6 million
- Soft Costs and Contingencies: \$20 million
- Hotel Complex: \$75 million
- Convention Center: \$20 million
- Other Costs, Public and Private to be determined

#### Potential Public and Private Funding Sources

- Tax Increment Financing (TIF)
- County Lodging Tax
- Club Premiums
- Naming Rights
- Ticket Fee
- Occupation Tax on Car Rentals
- Turn Back Tax
- Arena Parking
- Retail Space Leasing
- GO Bonds
- Occupation Tax on Restaurants
- Railroad Transportation Safety District
- State Appropriations
- Property Sales
- EPA Mitigation Funds
- New Market Tax Credits

### **4. Implementation Steps**

Under the Nebraska Community Development Law, the first step in the redevelopment process is for the City of Lincoln is to declare the proposed project area “blighted and substandard” and in need of redevelopment and revitalization. The Lincoln City Council declared large sections of



the Downtown blighted on October 22, 1984, and affirmed this again by resolution on October 19, 1987. The Lincoln City Council declared the remaining portions of the West Haymarket redevelopment project area blighted on September 24, 2007.

On September 26, 2007, the Planning Commission reviewed the LCRP project area amendment and found the amendment to be in conformance with the Consolidated Plan. Upon passage of the Resolution amending the LCRP, the City will follow the following steps toward implementing the project:

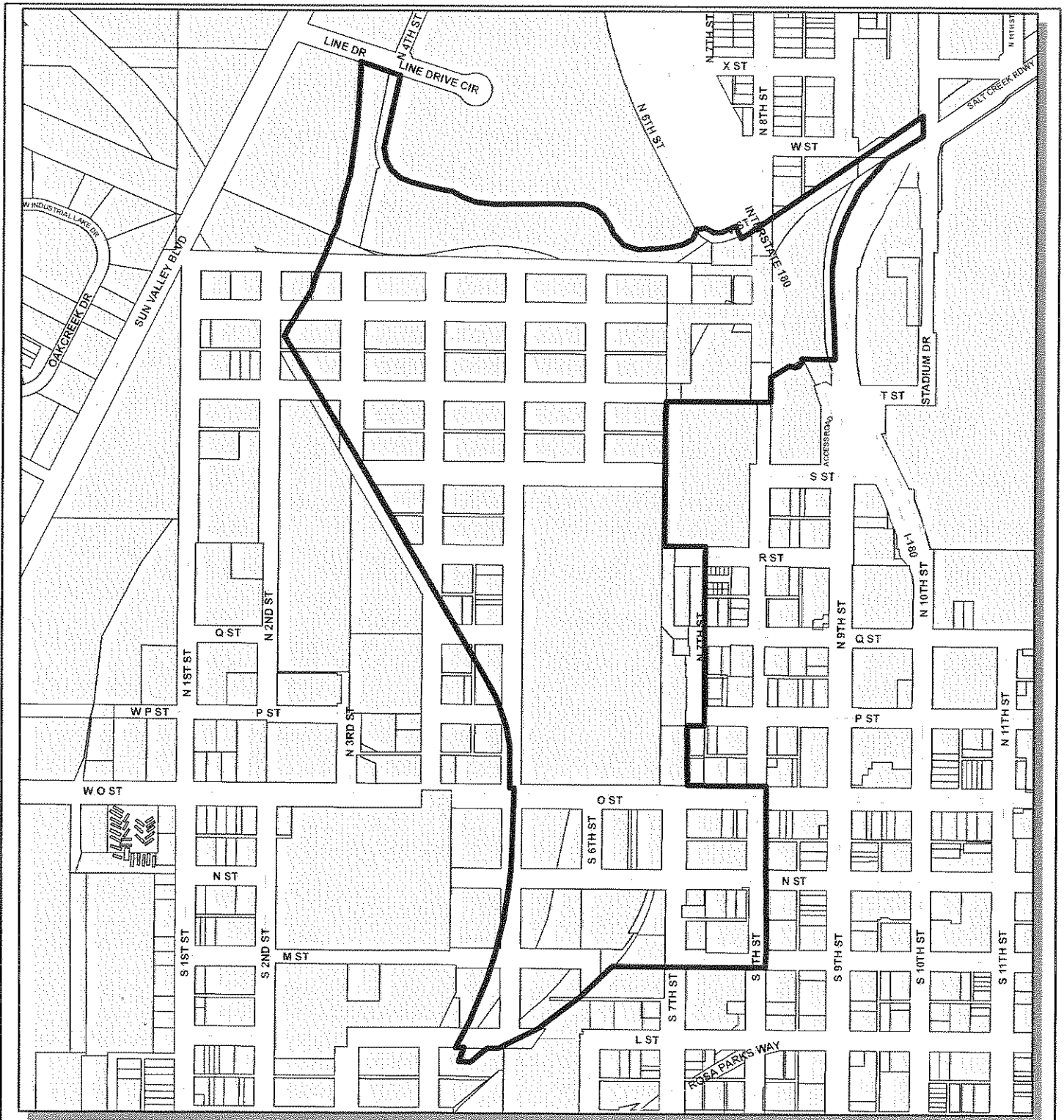
**Implementation Steps for the West Haymarket Redevelopment Plan Project:**

- Issue (and advertise) an “Invitation for Redevelopment Proposals” (IRP) to be submitted to the City’s Redevelopment Authority for the developer’s participation in the proposed hotel, convention center, and arena complex.
- Select a developer from among valid redevelopment proposals submitted to the City as part of the IFRP process.
- Work with property owners in the redevelopment project area to acquire land parcels necessary for redevelopment of the area.
- Secure services of architects and engineers (in accordance with City regulations) to participate in the site layout and building design negotiation phase with the developer.
- Negotiate with selected developer to craft a draft development agreement specifying the project elements, conditions, phasing, and assumed financing.
- Identify and procure necessary project revenues, including potential for public vote on portions of the overall financing package.
- Complete public and administrative review process for proposed redevelopment project.
- Finalize developer agreement for the redevelopment of the project area.
- Select a primary contractor – through a competitive process – to construct public improvements.
- Construct public facilities and improvements.









## Exhibit IV-141

### West Haymarket Redevelopment Project Area



Project Area



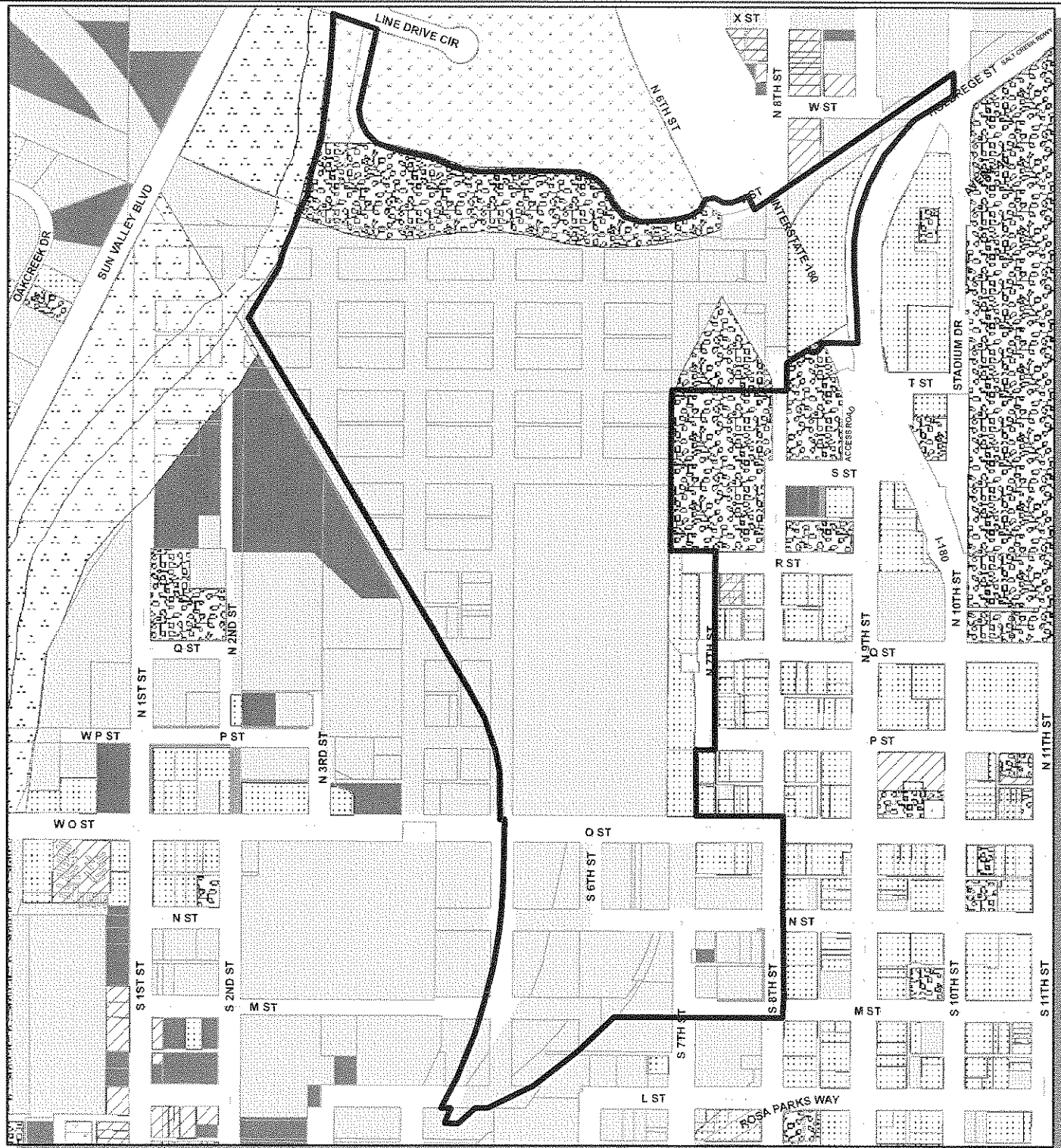
Parcels

Streets



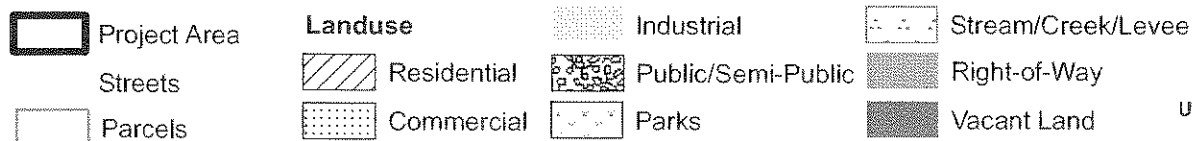
City of Lincoln  
Urban Development GIS  
Printed 8/2007





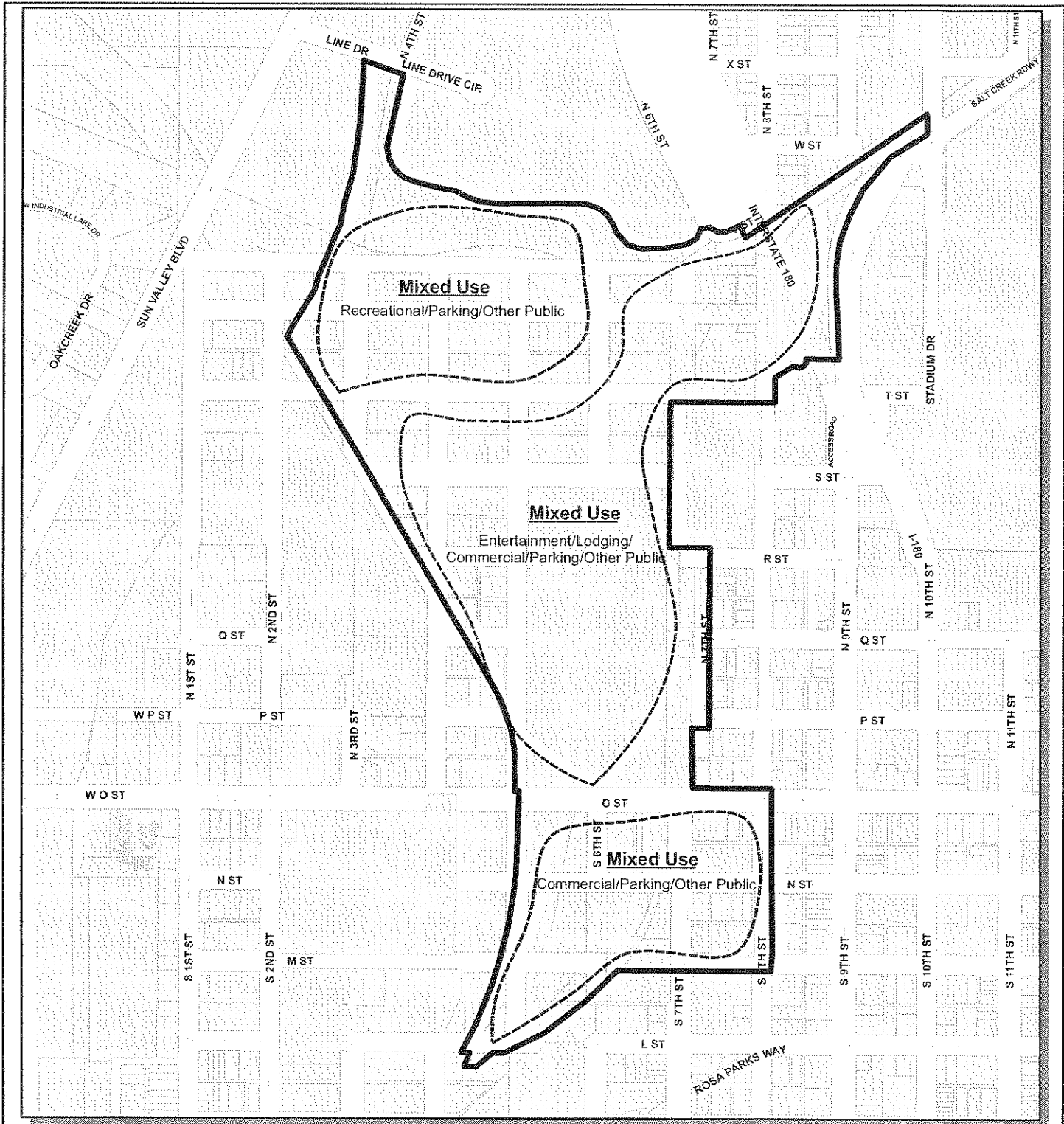
## Exhibit IV-142

### West Haymarket Redevelopment Project Area - Landuse



City of Lincoln  
Urban Development GIS  
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## Exhibit IV-143

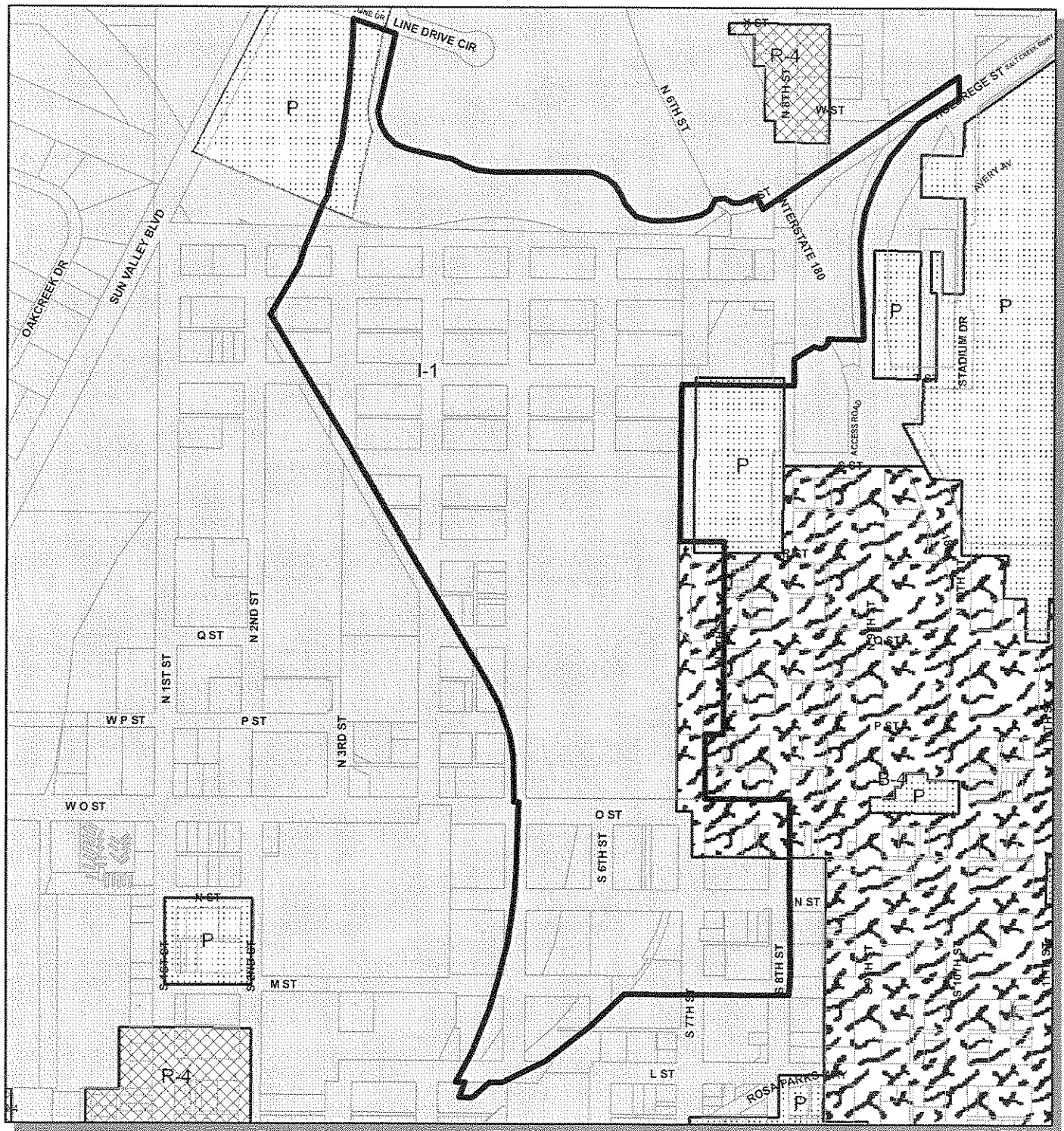
### West Haymarket Redevelopment Project Area - Conceptual Site Plan

Project Area
  Parcels
  Streets



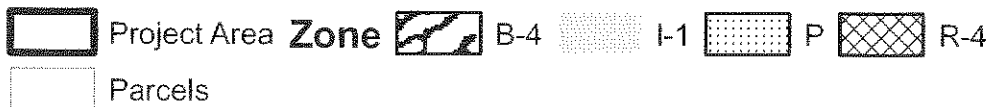
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## Exhibit IV-144

### West Haymarket Redevelopment Project Area - Zoning



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## Attachment C

### Tax Increment Financing Analysis West Haymarket Redevelopment Project

Description		Amount
Base Value	<i>Current Assessed Value</i>	\$11,230,824
Construction/Land Acquisition Costs	<i>Cost to Purchase Land/Construct Project</i>	\$95,000,000
Estimated New Assessed Value	<i>New Assessed Value (80% of Construction/Land Acquisition Costs) + Existing Unchanged Values</i>	\$84,106,565
Increment Value	<i>= New Assessed Value - Base Assessed Value</i>	\$72,875,741
Annual TIF Generated	<i>= Increment x 0.01996788 (2006 Tax Rate)</i>	\$1,455,174
Coverage Rate (Required by Bond Council)	<i>= Annual TIF Generated/1.2</i>	\$1,212,645
Bond Note Issue	<i>= Coverage Rate x 14 years @ 5%</i>	\$12,003,538
Reserve Fund / Costs to Issue Bonds	<i>= 12% Issuance Costs</i>	\$1,440,425
<b>Funds Available for Construction</b>		<b>\$10,563,113</b>

The analysis is based upon the following assumptions:

- The hotel and convention center are the privately funded portions of the West Haymarket project.
- The hotel construction costs are estimated at approximately \$75 million.
- The convention center construction costs are estimated at approximately \$20 million.







## **Attachment D - Cost Benefit Analysis of West Haymarket Redevelopment Project**

The following cost benefit analysis provides the potential costs and benefits of the proposed West Haymarket Redevelopment Project, including the arena, hotel, and convention center. The City used, as a primary source of information about the costs and benefits of the arena, the *Preliminary Economic Impact Analysis for the Lincoln Arena Task Force - Final Report* - November 2, 2006, prepared by the Bureau of Business Research, Department of Economics, College of Business Administration, University of Nebraska - Lincoln, Dr. Eric C. Thompson, Director, which follows this analysis as Attachment E. At this time, without a developer on hand, little is known about the potential hotel and convention center. Some general assumptions were made about the expected costs and benefits of this portion of the project.

As authorized in Nebraska Community Development Law (Nebr. Res. Stat # 18-2147), the City has analyzed the costs and benefits of the proposed West Haymarket Redevelopment Project, including expected tax revenues, public infrastructure and community public service needs, employment within and outside the project area, the secondary economic impacts, and other impacts, with the assistance of the Bureau of Business Research Analysis.

### **A. Tax Revenues**

The West Haymarket Redevelopment project site is generally located west of the Historic Haymarket District within irregular boundaries between L and S 4<sup>th</sup> Streets to the southwest, Line Drive Circle to the northwest, Salt Creek Roadway and N 10<sup>th</sup> Street to the northeast, N 7<sup>th</sup> to the east, and S 8<sup>th</sup> and M Streets to the southeast, and includes a portion of or all of the following blocks: 6, 7, 8, 9, 50, 51, 52, 71, 72, 73, 81, 82, 106, 255, 260, 266, 267, 270, 271, 272, 273, 274, 277, 278, 279, 280, 281, 282, 283, 284, 285, 286, as well as public right-of-way and railroad property. This area currently has an assessed value of approximately \$11.2 million and generates annual property tax revenues (at the 2006 mill levy rate of 1.997) of approximately \$224,256. Currently, property tax revenues in the redevelopment project area are divided among the following taxing jurisdictions:



*Table A: Tax District 1, Property Tax Allocations  
as a Percentage of All Allocations*

<i>Description</i>	<i>Percentage</i>
Lancaster County	13.30
Public Building Commission	.85
City of Lincoln	14.19
Lincoln Public Schools	63.92
Educational Service Unit 18	.71
Lower Platte South NRD	2.08
Railroad Trans. Safety District	1.23
Southeast Community College	3.45
LC Agricultural Society	.08
LC Agricultural Society JPA	.19

It is anticipated that the assessed value of the property within the project area will increase by over 751% to approximately \$84.1 million as a result of the construction of the proposed hotel, convention center, and related amenities, generating annual property tax revenues of approximately \$1.7. This estimated \$72.9 increase in assessed value is estimated to result in an increase of \$1.5 million in annual property tax collections.

During the entire period covered by the redevelopment agreement, the current property taxes generated by existing development on the block would continue to be collected and divided amongst the taxing jurisdictions noted above. However, for a period of time, until bonds are repaid, up to a maximum of fifteen years following the passage of the redevelopment agreement, the tax increment gained from this redevelopment would be used to fund eligible public improvements required to enable this project to be implemented. After 15 years, the funds would be available for use as general tax revenues by the City or other taxing jurisdictions.

The sales tax generated from the hotel/convention center/arena project, once complete, is expected to have a significant impact on the Lincoln economy. According to the Bureau of Business Research analysis, the total net impact of the arena is expected to be over \$5.3 million per year in business receipts, a substantial portion of which would be taxable. Once the size of the hotel and convention center is determined, we will have a better understanding of the potential sales tax revenues that could be generated as a result of the project, as well as other revenues that could be tapped by the City, including lodging tax revenues.



## **B. Public Infrastructure and Community Public Service Needs**

Public infrastructure will be enhanced to support the development of the entire West Haymarket Redevelopment Area. Some of this work will be performed by the public sector partners in conjunction with the development of the major improvements (roadway/flood control/storm sewer/park improvements) in the project area. In conjunction with new private investment in the redevelopment area, a new street system will be constructed to provide access to the hotel, convention center, and arena. Additional surface lots and parking garages will be constructed, creating 3,000 to 5,000 new parking spaces. The streetscape and walkways surrounding the proposed hotel/convention center/arena project would be enhanced.

The proposed West Haymarket Redevelopment project will help meet the projected 20-year demand for additional downtown hotel rooms identified in the Downtown Master Plan, as well as the need for other entertainment venues.

## **C. Employment Within the Project Area**

According to the Bureau of Business Research Analysis, the City expects to see an increase in the number of full-time equivalent jobs of 5,501 during the construction phase of the arena portion of the project. The analysis further projects the gross economic impact of the construction labor income to be \$181 million. Once the project is complete, the Bureau of Business Research Analysis estimates a net increase of 64 full-time equivalent jobs, and net economic impact in labor income of \$1.7 million due to the arena alone. As additional information on the hotel and convention center become available, we will be able to estimate the additional impact of the private portion of the project on employment.

## **D. Secondary Economic Impact**

Attachment E, the Bureau of Business Research Analysis, provides an overview of potential secondary economic impacts of the arena.

## **E. Employment in City Outside the Project Area**

Approximately 125,936 persons living in the City of Lincoln were employed, according to the 2005 American Community Survey. The median household income for the City in 2005 was \$45,790.

## **F. Other Impacts**

While not readily quantifiable, there are expected to be many district-wide benefits resulting from the project.

- The West Haymarket Redevelopment Project will strengthen Downtown as Lincoln cultural and entertainment district.
- The project will strengthen Haymarket's position as one of the region's premier mixed-use districts.



- This project will support the long-term goal of revitalizing the distinctive character of the Haymarket Historic district. The public improvements will integrate these projects with existing areas of the district and will provide additional amenities for those who live and work in the district as well as the many visitors the district attracts annually.
- This investment and the type of spending it will generate will be a boost to existing retail businesses, as hotel guests typically spend proportionately more than local residents on entertainment, shopping, and dining out.





A Bureau of Business Research Report  
From the University of Nebraska–Lincoln

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Final Report

Preliminary Economic Impact Analysis  
for the Lincoln Arena Task Force

November 2, 2006  
Bureau of Business Research  
Department of Economics  
College of Business Administration  
University of Nebraska–Lincoln  
Dr. Eric C. Thompson, Director

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UNIVERSITY OF  
**Nebraska**  
Lincoln







## **I. Introduction**

The entertainment industry is part of the growing service sector in the state and national economy. The industry both creates employment opportunities and contributes to the quality of life within communities. To fully grow the entertainment industry, however, a city requires appropriate venues to host entertainment events. In the City of Lincoln, Nebraska, there has been a recent proposal to develop a new arena facility for this growing City. The following report addresses some of the economic consequences of developing a new arena in Lincoln. In particular, the report estimates the potential economic impact of the proposed project, that is, the net increase in business receipts, employment and income the project can bring to Lincoln. Analysis is conducted both for the construction phase of the project as well as the annual impact when the proposed arena is in operation.

This preliminary study, however, does not address some of the other economic consequences of the proposed arena. First, the current study is not a fiscal analysis. There is no attempt to estimate the changes in revenues and expenses to the City of Lincoln due to the arena project. These issues are only discussed as they pertain to the economic impact. Second, the current study also is not a benefit-cost analysis. The study does not consider the economic consequences of the arena's contribution to the City's quality-of-life.

## **II. Net Economic Impact**

Estimating net economic impact involves two steps. First, it is necessary to measure the gross increase in economic activity due to the project. Second, any decline in economic activity due to the project must be estimated and subtracted from the gross increase, yielding the net impact. Following this approach, this study measures both the gross gain and gross loss in economic activity in Lincoln due to the arena project, and then calculates the net gain, that is, the net economic impact

There are two types of gross increases in activity. The first is the construction impact. This is the jobs and income created during the construction phase of the project. The second impact is the annual impact once the venue is completed and in operation. This includes the jobs and income due to employment at the arena during events and the off-site spending of audiences attending arena events.

The gross loss in economic activity refers to any decline in economic activity elsewhere in Lincoln. For example, building and opening the proposed arena could spell the end of events at the Pershing Center, leading to a decline in economic activity. Another key loss ties into the funding for the proposed project. As will be explained later, some of the revenue earmarked for the project would have otherwise become general revenue for local government. At the same time, any general revenue increases (adding a city lodging tax) would retard existing activity among the taxed good or service by a modest amount, again retarding general revenue. The loss of this general revenue means slower growth in revenue available for other local government projects. These reductions in activity also must be considered part of the gross loss.



### III. Gross Gain

#### A. Construction Period

The construction impact occurs as the arena, hotel, convention center, and parking is built, and as the site is purchased and provided with infrastructure. This economic impact will occur over a period of several years. We present impacts for the entire construction period.

The largest portion of the construction impact is from the direct employment, worker earnings, and total output from building the facilities. There is also an additional “multiplier” effect that occurs throughout the economy. This multiplier effect occurs as business working on the project purchase supplies and services from local firms such as building supplies and legal and accounting services. The multiplier effect also occurs as project workers spend their income on all of the normal items of household consumption such as housing, food, retail, and health care. Such expenses are naturally much larger for construction workers from Nebraska than workers who travel from out-of-state to work at the site.

The total estimated direct cost for the project is \$330.7 million dollars. This figure includes \$95.0 in private investment for a hotel and convention center. The project includes \$150.0 million in spending on arena and garage. There is an additional \$85.7 million in costs for land acquisition, road construction, and other expenses.

Table 1  
Gross Economic Impact During Construction Period

	Spending	Business Receipts	Total Impact Worker Income	FTE-Jobs
Private (Hotel & Convention)	\$95,000,000	\$124,393,380	\$55,209,345	1,672
Public				
Buildings	\$157,500,000	\$209,703,975	\$92,659,785	2,816
Road Network, Land Acquisition, Other	\$78,200,000	\$82,280,159	\$33,267,187	1,014
Total	\$330,700,000	\$416,377,514	\$181,136,317	5,501

The total gross economic impact during the construction period also includes the multiplier effect, using multipliers from the IMPLAN model.<sup>1</sup> The gross construction impact is \$416.4 million in business receipts. This includes \$181.1 million in employee compensation. This compensation is earned by 5,500 job-years. A job-year is a job created for a period of 1 year.

#### B. Annual Impact

The proposed arena would likely host around 100 event-days over the course of a year. These include family shows such as the circus, sporting events such as pro wrestling or college tournaments, rock and country concerts, some conventions, and meetings and seminars. Altogether, it is estimated that these events would draw nearly 600,000 in

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<sup>1</sup> This report uses Type I economic multipliers for construction spending. Use of Type I multipliers accounts for the possibility that some arena works may reside outside of the Lincoln Metropolitan Area



attendance in a typical year just in the arena alone. This study considers the impact of such arena events and does not consider the impact from a new convention center.

The annual economic impact stems from the spending at the arena for operating the facility and hosting these events plus the off-site spending of persons attending shows in community restaurants, entertainment venues, retail stores, gasoline stations, and hotels. The main impact stems from visitors to Lincoln from outside areas that spend money at arena events both on-site and off-site. The spending of Lincoln residents on-site and off-site typically does not contribute to the economic impact of the arena. There is no impact because these residents in most cases would spend the money on other entertainment in Lincoln (movies, festivals, etc.) if not attending arena events. The one exception is Lincoln residents who otherwise would travel to Omaha or elsewhere to attend arena events if these were not held in Lincoln. Their spending in Lincoln would represent retained spending.

Table 2 below shows the level of expenditure by both out-of-town and retained visitors by category of spending. The first category is spending at the event. This does not include spending on tickets, which typically accrues to performers, but does include payments to use the facility, spending on food & beverages, novelties, as well as suite rental, premium seats, and advertising. Total expenditure for operating the center would be approximately \$5 million per year, with 35 full-time employees. Table 2 shows the portion of this expenditure and employment that would be supported by either out-of-state visitors or retained spending.

The remaining expenditure categories in Table 2 are off-site spending such as restaurants, other entertainment venues, retail stores, gasoline stations, and hotels. In this study, we assume (based on a review of those in attendance at recent Pershing Center events) that 55 percent of those in attendance at the new arena would be out-of-town visitors and another 10 percent would be retained Lincoln residents. As for out-of-town visitors, the estimate of 116 event-days would yield 598,500 in attendance at arena events in a typical year. Recall that 55% of these, or 329,000, would be from out of town. Previous BBR research estimated that the average out-of-town visitor spends \$52 per day, so total visitor spending would be \$17.1 million. Retained visitors were assumed to spend \$23 per day. The total retained spending would be \$1.4 million. These two figures combine to yield a direct economic impact from off-site spending of \$18.5 million per year. The total is \$21.8 million when combined with on-site spending. This total is listed in Table 2, by category.

**Table 2**  
**Gross Annual Impact from On-Site Revenue and Off-Site Spending**

	Spending	Business Receipts	Total Impact Worker Income	FTE-Jobs
Arena	\$3,224,325	\$5,572,175	\$2,950,204	100
Restaurants	\$6,101,960	\$10,176,953	\$3,330,023	110
Entertainment	\$2,808,011	\$4,895,795	\$1,634,619	63
Retail	\$3,682,318	\$1,984,784	\$840,868	22
Service Stations	\$2,282,650	\$756,048	\$299,326	7
Lodging	\$3,671,016	\$5,312,987	\$1,988,692	52
Total	\$21,770,279	\$28,698,742	\$11,043,732	354



The total gross economic impact also includes the multiplier effect. The gross annual economic impact in Lincoln from on-site or off-site revenue is \$28.7 million in business receipts. This includes \$11.0 million in employee compensation. This compensation is earned in 354 full-time equivalent (FTE) jobs in these industries.

### C. Impact Scenarios

The level of attendance of the proposed arena is subject to some uncertainty. There is also uncertainty about the share of those in attendance who will come from outside of Lincoln. The figures presented above represent the baseline, or expected, scenario for the arena and the associated gross increase in economic activity. However, given the uncertainty discussed above, it is also useful to consider the economic impact under pessimistic and optimistic scenarios for the arena project.

In particular, the optimistic scenario will consider the case where attendance at arena events is 20% higher than under the baseline scenario, and where 60% of those in attendance will come from outside of Lincoln. Both factors would naturally increase the gross economic impact from the operation of the arena. In the pessimistic scenario, attendance at arena events is 20% lower than under the baseline scenario, and only 50% of those in attendance will come from outside of Lincoln.

Tables 3 through 5 show the gross construction period (unchanged) and gross annual operating economic impact from on-site revenue and off-site spending under the alternative scenarios. The baseline scenario is naturally the same as in Tables 1 and 2 above.

**Table 3**  
**Gross Construction Period and Annual Operating Impacts Under Alternative Scenarios**  
**Business Receipts**

	Pessimistic	Baseline	Optimistic
Impact Type			
Gross Construcion Period	\$416,377,514	\$416,377,514	\$416,377,514
Gross Annual Operating	\$22,090,793	\$28,698,742	\$36,083,695

**Table 4**  
**Gross Construction Period and Annual Operating Impacts Under Alternative Scenarios**  
**Worker Income**

	Pessimistic	Baseline	Optimistic
Impact Type			
Gross Construcion Period	\$181,136,317	\$181,136,317	\$181,136,317
Gross Annual Operating	\$8,653,079	\$11,043,732	\$13,706,890

**Table 5**  
**Gross Construction Period and Annual Operating Impacts Under Alternative Scenarios**  
**FTE-Jobs**

	Pessimistic	Baseline	Optimistic
Impact Type			
Gross Construcion Period	5,501	5,501	5,501
Gross Annual Operating	278	354	437



## IV. Gross Loss

### A. Annual Operating Period

The gross loss in economic activity refers to any decline in economic activity elsewhere in Lincoln as a result of the project. There are two components. The first is losses in competing Lincoln businesses. The second is the more general losses in economic activity associated with local government revenue used to help fund the project.

The loss in competing local businesses refers to businesses or existing facilities in competition with the proposed arena. The most obvious example is the loss of activity at the existing local venue, the Pershing Center.<sup>2</sup>

Any new private investment will lead to competition with other businesses. When a new investment is paid for in part with local tax dollars, however, there is an additional potential economic impact. This is true whether the revenue source for the government portion of the investment is existing revenue earmarked for the project or new revenue raised by new tax sources.

The baseline scenario for government contributions to the project (i.e., the moderate government contribution scenario) assumes that a significant share of revenue for the construction project will come from project driven revenue and non-local funding sources. During the construction period, a significant amount of special “one-time” revenue is generated from private and state and federal government sources to support construction. Remaining construction costs will need to be paid through annual revenues to meet annual payments on the bonds sold in order to build the arena. In the moderate scenario, a significant portion of these will be paid through revenue generated by the arena, taxes paid by visitors (such as lodging taxes), or special taxes designed to capture incremental sales and property tax revenue generated by arena visitors in the area surrounding the proposed arena.

Any money not covered by these sources, however, will place an additional burden on general revenues, effectively reducing the revenue available for government spending on other projects. This reduced spending would be an economic loss. Similarly, taxes on visitors (such as lodging taxes) would tend to modestly reduce visits to Lincoln (outside of those associated with the arena). This reduced visitor spending also would be part of the economic loss.<sup>3</sup> Finally, any effort to earmark existing local government revenue to the project would provide more revenue for the project but also would reduce spending in local government.

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<sup>2</sup> The economic gain estimates in the current study does not include any events diverted from the Devaney Center, so there is no need to consider losses at this facility.

<sup>3</sup> Any general tax increases on Lincoln residents would take disposable income out of consumers’ hands, also creating an economic loss. However, this type of funding is not part of the baseline, moderate government contribution scenario.



Table 6 below shows the annual revenue requirements based on the baseline scenario, and the share of those revenues that can be paid by 1) revenue directly generated by the arena, 2) new taxes on visitors, and 3) incremental off-site revenue captured through TIF districts. The remaining revenue requirement would represent a decline in other government activity. There also would be a slight decline in activity among tourists industries facing a new tax. The total decline in activity is the bottom line in Table 6.

**Table 6**  
**Revenue Requirements and Gross Loss in Economic Activity**

Construction Cost	\$223,200,000
One-Time Contributions	-15,750,000
Remaining Cost	\$207,450,000
Annual Cost	\$15,500,000
Earned Income <sup>1</sup>	\$3,250,000
Taxes on Visitors <sup>2</sup>	\$1,982,115
Tax Incr. Finance	\$1,863,000
Remaining Requirement	\$8,404,885
Loss in Industry <sup>3</sup>	\$500,000
Total Annual Loss	\$8,904,885

1. Arena Parking, cell tower revenues, naming rights, club premiums, suite premiums, retail rent, ticket fee.
2. City tax on lodging and auto rental; incremental county lodging tax.
3. Loss in hotel and auto rental activity due to new tax.

Table 7 shows the gross loss in terms of our set of economic impact measures. Standard ratios of spending to employment (worker compensation) for government, lodging, and auto rental are applied to the estimated gross loss in employment (worker compensation) The gross loss of activity at the existing Pershing Center also is included in Table 7. The loss at the Pershing Center is based on the assumption that half of the current 260,000 annual visitors to the Pershing Center are from outside of Lincoln, and 10% represent retained visitors.

**Table 7**  
**Gross Loss in Economic Activity**

	Receipts	Total Impact Labor Income	FTE Jobs
Gross Loss			
Remaining Revenue	\$8,404,885	\$3,052,764	80
Loss in Lodging and Auto Rental	\$500,000	\$270,864	14
Loss at Pershing Center	\$14,478,938	\$5,989,704	195
Total Gross Loss	\$23,383,823	\$9,313,332	289



Table 8 shows the gross economic loss under three alternative scenarios: low government involvement, the moderate involvement (i.e., baseline), and high government involvement scenarios.

**Table 8**  
**Gross Loss in Economic Activity Under Alternative Scenarios**

Measure	Receipts	Total Impact	
		Labor Income	FTE Jobs
Low Government Involvement	\$20,784,323	\$8,391,474	267
Moderate Government Involvement	\$23,383,823	\$9,313,332	289
High Government Involvement	\$27,595,938	\$10,753,970	320

## V. Summary - Net Economic Impact

The net economic impact estimate is the difference between the gross economic impact (gain) and the gross economic loss. Table 9 shows how the net economic impact was calculated for the baseline scenarios for gross economic impact (moderate attendance), and gross economic loss (moderate government involvement). There is a large positive economic impact during the construction period. Economic gains outweigh losses in the years after the arena opens when tourists are coming to Lincoln but bond debts are being paid. There is a positive net economic impact each year that the arena is completed and in operation.

**Table 9**  
**Net Annual and Construction Period Impact**

	Receipts	Total Impact	
		Labor Income	FTE Jobs
Baseline Gross Impact	\$28,698,742	\$11,043,732	354
Baseline Net Loss	\$23,383,823	\$9,313,332	289
Net Annual Economic Impact	\$5,314,919	\$1,730,400	64
Construction Period Impact	\$416,377,514	\$181,136,317	5,501

While the construction impact estimate is fixed, the annual impact varies depending with the scenario for attendance and government involvement in funding. Table 10 is a matrix showing the net impact on business receipts under all possible scenario combinations. The impact is positive under baseline scenarios, and most other combinations of scenarios, but would turn negative under two pessimistic attendance scenarios.

**Table 10**  
**Net Economic Impact**  
**Business Receipts**

	Pessimistic	Total Impact	
		Baseline	Optimistic
Low Government Involvement	\$1,306,470	\$7,914,419	\$15,299,372
Moderate Government Involvement	-\$1,293,030	\$5,314,919	\$12,699,872
High Government Involvement	-\$5,505,145	\$1,102,804	\$8,487,757



Tables 11 and 12 show the same scenario combinations for the impact in terms of worker income and employment.

**Table 11**  
**Net Economic Impact**  
**Labor Income**

	Pessimistic	Total Impact Baseline	Optimistic
Low Government Involvement	\$261,605	\$2,652,258	\$5,315,416
Moderate Government Involvement	-\$660,253	\$1,730,400	\$4,393,558
High Government Involvement	-\$2,100,891	\$289,763	\$2,952,920

**Table 12**  
**Net Economic Impact**  
**FTE Jobs**

	Pessimistic	Total Impact Baseline	Optimistic
Low Government Involvement	11	87	170
Moderate Government Involvement	-11	64	148
High Government Involvement	-42	33	117





# CITY OF LINCOLN NEBRASKA

MAYOR CHRIS BEUTLER

lincoln.ne.gov

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## ATTACHMENT "F"

September 14, 2007

TO: Neighborhood Associations/Organizations  
Bob Workman, Chair, Lancaster County Board of Commissioners  
Dr. E. Susan Gourley, Superintendent, Lincoln Public Schools  
Educational Service Unit #18, c/o David Myers  
Glenn Johnson, Lower Platte South Natural Resources District  
Board of Regents, University of Nebraska-Lincoln  
President, Southeast Community College

RE: **Comprehensive Plan Conformance No. 07019**  
**Proposed Amendments to the Lincoln Center Redevelopment Plan**

Pursuant to Neb. Rev. Stat. § 18-2115, you are hereby advised that the City of Lincoln has received an application for **Comprehensive Plan Conformance No. 07019**, requested by the Director of the Urban Development Department, to review proposed amendments to the **Lincoln Center Redevelopment Plan** as to conformance with the 2030 Lincoln/Lancaster County Comprehensive Plan, as follows:

- A. Adding the West Haymarket Blight and Substandard Study Area to the Lincoln Center Redevelopment Area;
- B. Adding language to the text of the plan referencing the Adopted 2005 Downtown Master Plan and West Haymarket Area, as well as minor spelling and punctuation changes;
- C. Adding the West Haymarket Redevelopment Project, which may include the construction of an arena, a privately owned and operated hotel, a convention and exhibition center, surface and structure parking, business space, recreational facilities and other complementary uses, in an area generally bounded by BNSF and Union Pacific railroad lines on the west, approximately N. 7<sup>th</sup> Street on the east, the south interior roadway of Haymarket Park and Bereuter Pedestrian Bridge on the north and "M" Street on the south.

The Lincoln Center Redevelopment Plan Area is generally bounded by Salt Creek, Interstate 180 and "R" Street on the north, 17<sup>th</sup> Street on the east, "G" Street on the south, and Salt Creek, 2<sup>nd</sup> Street and Sun Valley Blvd. on the west. Maps showing the Lincoln Center Redevelopment Plan Area and the West Haymarket Redevelopment Project Area are attached, as well as the excerpt from the proposed amendments relating to the West Haymarket Redevelopment Project. A complete copy of the proposed amendments is available in the Planning Department or the Urban Development Department. The Planning Commission action is a recommendation to the City Council.

A public hearing on the proposed amendments to the Lincoln Center Redevelopment Plan will be held before the Lincoln City/Lancaster County Planning Commission on **Wednesday, September 26, 2007**. The public hearing is your opportunity to appear and speak upon the merits of this application. The Planning Commission meeting commences at 1:00 p.m. in the City Council Chambers on the first floor of the County-City Building, 555 South 10th Street, Lincoln, Nebraska.

LINCOLN

*The Community of Opportunity*





**CITY OF LINCOLN**  
**NEBRASKA**

**MAYOR CHRIS BEUTLER**

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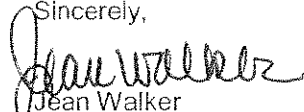
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If you would like additional information, you are encouraged to contact Dallas McGee or Hallie Salem in the Urban Development Department at 402-441-7606 or [dmcgee@lincoln.ne.gov](mailto:dmcgee@lincoln.ne.gov) or [hsalem@lincoln.ne.gov](mailto:hsalem@lincoln.ne.gov), or the project planner, Sara Hartzell at 402-441-6372 or [shartzell@lincoln.ne.gov](mailto:shartzell@lincoln.ne.gov). You may also wish to appear at the public hearing or submit your comments prior to the public hearing in writing to the Planning Commission at the Planning Department address, by e-mail to [plan@lincoln.ne.gov](mailto:plan@lincoln.ne.gov), or by fax to 402-441-6377. The Planning Department staff report and recommendation will be available in the Planning Department office on Thursday, September 20, 2007, after 3:00 p.m., and will also be available on the Internet at that time at [lincoln.ne.gov](http://lincoln.ne.gov) (keyword = pcagenda).

Sincerely,

  
Jean Walker  
Administrative Officer

cc: David Landis, Director, Urban Development  
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Hallie Salem, Community Development Program Specialist, Urban Development  
Kent Morgan, Planning  
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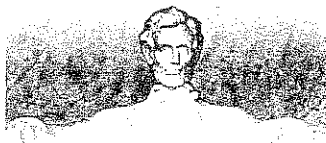
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# CITY OF LINCOLN NEBRASKA

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ATTACHMENT "H"

October 11, 2007

TO: Neighborhood Associations/Organizations  
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Educational Service Unit #18, c/o David Myers  
Board of Regents, University of Nebraska-Lincoln  
President, Southeast Community College  
Glenn Johnson, Lower Platte South Natural Resources District

RE: **Proposed Amendments to the Lincoln Center Redevelopment Plan**

Pursuant to Neb. Rev. Stat. § 18-2109, you are hereby advised that the request by the Director of the City Urban Development Department for a resolution adopting and approving proposed amendments to the **Lincoln Center Redevelopment Plan** is scheduled for public hearing before the Lincoln City Council on **Monday, October 29, 2007, at 5:30 p.m.**, in the Council Chambers on the first floor of the County-City Building, 555 South 10<sup>th</sup> Street, Lincoln, Nebraska. The proposed amendments are as follows:

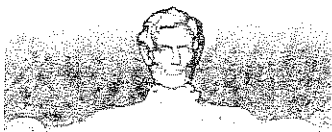
- A. Adding the West Haymarket Blight and Substandard Study Area to the Lincoln Center Redevelopment Area;
- B. Adding language to the text of the plan referencing the Adopted 2005 Downtown Master Plan and West Haymarket Area, as well as minor spelling and punctuation changes;
- C. Adding the West Haymarket Redevelopment Project, which may include the construction of an arena, a privately owned and operated hotel, a convention and exhibition center, surface and structure parking, business space, recreational facilities and other complementary uses, in an area generally bounded by BNSF and Union Pacific railroad lines on the west, approximately N. 7<sup>th</sup> Street on the east, the south interior roadway of Haymarket Park and Bereuter Pedestrian Bridge on the north and "M" Street on the south.

The Lincoln Center Redevelopment Plan Area is generally bounded by Salt Creek, Interstate 180 and "R" Street on the north, 17<sup>th</sup> Street on the east, "G" Street on the south, and Salt Creek, 2<sup>nd</sup> Street and Sun Valley Blvd. on the west.

You were previously provided a copy of excerpts of the proposed amendments and maps showing the Project Area.

On September 26, 2007, the Lincoln City-Lancaster County Planning Commission voted 8-1 (Esseks dissenting) to find the proposed amendments to the Redevelopment Plan to be in conformance with the 2030 Lincoln-Lancaster County Comprehensive Plan (Comprehensive Plan Conformance No. 07019).





# CITY OF LINCOLN NEBRASKA

MAYOR CHRIS BEUTLER

[lincoln.ne.gov](http://lincoln.ne.gov)

Lincoln-Lancaster County  
Planning Department  
Marvin S. Krout, Director

Eugene W. Carroll, Chair  
City-County Planning Commission

555 South 10th Street  
Suite 213

Lincoln, Nebraska 68508

402-441-7491

fax: 402-441-6377

## Lincoln Center Redevelopment Plan October 11, 2007

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If you would like additional information, you are encouraged to contact Dallas McGee or Hallie Salem in the Urban Development Department at 402-441-7606 or [dmcgee@lincoln.ne.gov](mailto:dmcgee@lincoln.ne.gov) or [hsalem@lincoln.ne.gov](mailto:hsalem@lincoln.ne.gov), or the project planner, Sara Hartzell at 402-441-6372 or [shartzell@lincoln.ne.gov](mailto:shartzell@lincoln.ne.gov). The proposed resolution will appear on the City Council agenda for introduction on October 22, 2007, and may be accessed on the internet at <http://www.lincoln.ne.gov/city/council/index.htm> on Thursday afternoon, October 18, 2007.

Sincerely,

Jean Walker  
Administrative Officer

cc: Dave Landis, Urban Development  
Dallas McGee, Urban Development  
Hallie Salem, Urban Development  
Kent Morgan, Planning  
Rick Peo, Chief Assistant City Attorney  
Norm Agena, County Assessor  
Terry Uland, Downtown Lincoln Association  
Carrie Campbell Grimes, 6802 Hawkins Bend, 68516  
Wendy Birdsall & Bruce Bohrer, Lincoln Chamber of Commerce, P.O. Box 83006, 68501  
Tom Lorenz, Pershing Center  
Tom Ball, Pershing Advisory Board, 1248 O Street, Suite 1031, 68508  
Peter Hind, 5140 Valley Road, 68510  
Scott Miller, Telesis, Inc., 729 Q Street, 68508  
Charlie Meyer, Nebco, Inc., 1815 Y Street, 68508  
Michael Rierden, 645 M Street, Suite 200, 68508  
James Hilfiger, J.A. Woollam Co., Inc., 645 M Street, Suite 102, 68508  
Marge Knight, J.A. Woollam Co., Inc., 645 M Street, Suite 102, 68508  
Crandall Arambula, PC, 520 SW Yamhill, Roof Suite 4, Portland, OR 97204  
Roxanne Smith, 711 Peach Street, 68502

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# LINCOLN

*The Community of Opportunity*



**TO BE PUBLISHED ONCE EACH WEEK FOR TWO CONSECUTIVE WEEKS IN THE LINCOLN JOURNAL STAR ON FRIDAY, October 12, 2007 AND FRIDAY, October 19, 2007:**

Notice is hereby given that the Lincoln City Council will hold a public hearing on Monday, October 29, 2007, at 5:30 p.m., in the City Council Hearing Room on first floor of the County-City Building, 555 South 10<sup>th</sup> Street, Lincoln, Nebraska, on the following item. For more information, call the Urban Development Department (441-7606) or the Planning Department (441-7491):

1. A resolution requested by the Director of the Urban Development Department adopting and approving amendments to the Lincoln Center Redevelopment Plan as to conformance with the 2030 Lincoln City/Lancaster County Comprehensive Plan, as follows: A) adding the West Haymarket Blight and Substandard Study Area to the Lincoln Center Redevelopment Plan Area; B) adding language to the text of the plan referencing the Adopted 2005 Downtown Master Plan and West Haymarket Area, as well as minor spelling and punctuation changes; C) adding the West Haymarket Redevelopment Project, which may include the construction of an arena, a privately owned and operated hotel, a convention and exhibition center, surface and structure parking, business space, recreational facilities and other complementary uses, in an area generally bounded by BNSF and Union Pacific railroad lines on the west, approximately N. 7<sup>th</sup> Street on the east, the south interior roadway of Haymarket Park and Bereuter Pedestrian Bridge on the north and "M" Street on the south. The Lincoln Center Redevelopment Plan Area is generally bounded by Salt Creek, Interstate 180 and "R" Street on the north, 17<sup>th</sup> Street on the east, "G" Street on the south, and Salt Creek, 2<sup>nd</sup> Street and Sun Valley Blvd. on the west.

Joan Ross  
City Clerk